

DRAFT issued for community review - October 21, 1997

# ALAMEDA COUNTY CalWORKs PLAN

**DECEMBER 1997**

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This plan is submitted pursuant to Section 10531 of the Welfare and Institutions Code required by the Welfare to Work Act of 1997, AB 1542.



## **EXECUTIVE SUMMARY**

### **(1) A list of the major program goals and objectives**

Alameda County's new welfare system will be a single, integrated work-based system replacing Aid to Families with Dependent Children (AFDC) and Greater Avenues to Independence (GAIN) with a system of employment and workforce development, training, support services, mental health and drug and alcohol treatment and cash and non-cash aid. Combining services, systems and resources is the primary approach to improving services delivery and reducing costs, defining shared responsibility between clients and the community and defining outcomes in terms of employment and the achievement of self sufficiency.

The first step to begin the process of change in Alameda County is acknowledging the capabilities of the local community to link and collaborate together to effectively address, meet and overcome the multitude of barriers that continue to hold current welfare recipients in poverty and leaves those recipients without the capability to achieve self sufficiency. We must focus on eradicating the root causes of poverty, reducing the numbers of our families living in poverty and transforming the bureaucracy into a network of County and Community partners that help individuals and families attain financial independence as contributing members of society.

Reforming welfare must focus on creating healthy, self-sustaining communities. This will be accomplished by: developing the capacity of the local economy to sustain jobs and businesses; developing more extensive support systems for low income individuals and families; mobilizing a contingent of "change agents" and advocates to transform local communities; and, improving the delivery of human and community services. We believe these principles are at the core of taking client, community and government responsibility to the maximum.

### **(2) A brief description of the major program elements which will contribute to those goals and objectives.**

Recognizing that change is a large and complex process, the County has set forth a vision for the welfare system in the year 2001. The community-based planning development of this vision began in early 1996 and resulted in a "Self-Sufficiency Program" model. A description of the "Alameda County Self Sufficiency Program" is attached.

The Alameda County Self Sufficiency Program is the Agency's blueprint for operating a single, integrated system for the delivery of employment-focused services. This program sets the transformation of separate eligibility and employment services operations, office environments, and dependency cultures into a system consisting of:

- Self Sufficiency Centers, featuring one-stop, full-service, integrated eligibility and self-sufficiency service intake, and individualized case management in an employment and outcome focused environment. Individuals will receive employment services, transportation, child care, drug and alcohol abuse treatment services and mental health services, on an as-needed basis to comply with their individual welfare-to-work plan.

- A Benefit Center, for centralized case management support functions, file and records storage, mail service and a Telephone Service Center using Interactive Voice Response (IVR) automation technology and telephone customer service personnel to answer questions and resolve problems; and,
- Community partnerships to leverage and maximize funds, prevent duplication of service delivery, tap the creativity of collaboration, and develop the capacity of the community to sustain a safety-net for an expanding population.

In addition, expanding the GAIN Program from a human capital investment model to include an active employment and Workfirst! model has extended across all employment services for CalWORKs participants. The employment track components of the Self Sufficiency Program are operating at several locations throughout Alameda County for CalWORKs recipients. The Social Services Agency (SSA) is developing plans, materials and procedures that will inform applicants and recipients of the employment focus of the Self Sufficiency Program, and that will assist in the referral of applicants and ongoing cases to employment services.

Alameda County has implemented the Self-Sufficiency Program throughout the county utilizing existing facilities and supplementing space needs with temporarily leased and borrowed meeting locations for group orientations and Job Workshops / Job Search activities. Development of space planning and determining locations is proceeding in an effort to finalize a minimum of three sites which will house the services and activities of the Self-Sufficiency Program. Each of the three sites will contain the full range of services and activities as presented in the attached Self-Sufficiency Program description.

#### CalWORKs Program Elements within the Self-Sufficiency Program

Eligibility Determination / Intake

Support Services - child care, transportation

Diversion Services

Job Workshops - Job Search / Job Club and employment activities

Orientation

Appraisal - initial review of needs, general skills and abilities

Benefits - cash aid, Food Stamps, Medi-Cal

Assessment - after workshops for those who have not found employment

Individual Welfare-to-Work Plan

Case Management

Welfare-to-Work Activities

Community Service

Post-Employment Services

Cal-Learn Project

Drug & Alcohol Abuse Treatment & Services

Mental Health Treatment & Services

Domestic Violence Component

## COUNTY PLAN ELEMENTS

### (a) Collaboration with public and private agencies to provide training and supportive services

*Briefly describe how the county will work with other public and private agencies to provide necessary training and support services. This section should include, at a minimum, a list of the necessary training and support services and the public and/or private agencies which will provide those services.*

The partnerships for the County's Self-Sufficiency Program will develop and evolve in an ongoing process to address the changing needs of clients. At a minimum, the Social Services Agency will continue and/or develop memorandums of understanding, coordination agreements or contracts with other public, private and non-profit service providers.

The Charts on the following two pages identify the training activities and support services which are being implemented within the Self-Sufficiency Program in Alameda County. This provides an overview of the organizations providing training activities and support services during the first two-to-three years of operation. Some providers listed are not funded with welfare resources to serve CalWORKs recipients but are providers who utilize other resources to provide training and/or support services to public assistance recipients and other low-income individuals and families.

The selection of contractors or outside providers funded by CalWORKs resources is conducted through an open and competitive procurement process operated by the County. A list of specific training and support services providers will be provided as an addendum to the plan.

To meet the language and cultural needs of immigrants and the limited-English speaking populations in the County, collaborations are being developed with a variety of community organizations that can provide occupational and skills training programs, which incorporate vocational English-as-a-second-language (VESL) and cultural and language assistance. These services will be coordinated with ongoing CalWORKs activities to most effectively assist the immigrant and the limited-English populations to transition from welfare to employment. In addition, the Self-Sufficiency Centers are providing job workshops and job clubs in native languages for monolingual individuals, and provide access to interpreters for orientations, job workshops and other services on an as-needed basis.

#### Does Alameda County have a Refugee Employment Services Plan?

[ X ] YES

[ ] No

[ X ] Alameda County certifies that the county welfare-to-work activities will be coordinated with the County Refugee Services Plan.

TRAINING ACTIVITIES	CURRENT / POTENTIAL PROVIDERS
Job Search Workshops Interviewing and resume skills   Post Workshop Employment Assessment	Self-Sufficiency Program (County staff) ACCESS One-Stop Center, Hayward Oakland PIC One-Stop Center, Oakland EDD One-Stop Center, Oakland Faith-based Organizations Community-based Organizations  Peralta Community College District
Basic Education skills GED / English-as-a-Second Language Vocational Education Occupational Skills Basic computer skills	Adult Schools Regional Occupational Programs (ROPs) GAIN Program training providers JTPA Title II providers - ACPIC and OPIC Community Colleges - Peralta, Chabot/Las Positas & Fremont-Newark/Ohlone Faith-based Organizations Community-based Organizations Housing Authorities Mutual Assistance Associations
Community Service	Local Education Agencies / K-12 Adult Schools Regional Occupational Programs (ROPs) GAIN Program training providers JTPA Title II providers - ACPIC and OPIC Community Colleges - Peralta, Chabot/Las Positas & Fremont-Newark/Ohlone Faith-based Organizations Community-based Organizations Housing Authorities City, County and Special Districts
Work Study	Community Colleges - Peralta, Chabot/Las Positas & Fremont-Newark/Ohlone
Language and cultural needs of immigrants and limited-English populations	Self-Sufficiency Program (County staff) Mutual Assistance Associations Adult Schools Faith-based Organizations Community-based Organizations

SUPPORT SERVICES	CURRENT / POTENTIAL PROVIDERS
Child Care	Resource & Referral (R&R) Agencies Alternative Payment (AP) Providers School Districts - Local Education Agencies Head Start Programs Community College Districts Parks & Recreation Departments Housing Authorities Faith-based Organizations
Transportation	Self-Sufficiency Centers will manage issuance of tickets, vouchers and reimbursements Local Transportation Authorities & Agencies
Post-Employment Services	Self-Sufficiency Program (County staff) ACCESS One-Stop Center, Hayward Oakland PIC One-Stop Center, Oakland EDD One-Stop Center, Oakland Community-based Organizations Faith-based Organizations
Mentoring Programs	Private Sector Businesses & Organizations Public Agencies
Drug & Alcohol Abuse Services Assessments and Treatment providers	<u>Assessments:</u> Self-Sufficiency Program (County staff) ACCESS One-Stop Center, Hayward  <u>Providers:</u> Department of Behavioral Care Community contract providers
Mental Health Services Assessments and Treatment providers	<u>Assessments:</u> Self-Sufficiency Program (County staff) ACCESS One-Stop Center, Hayward  <u>Providers:</u> Department of Behavioral Care Community contract providers
Counseling - stress, personal, family	ACCESS One-Stop Center, Hayward Oakland PIC One-Stop Center, Oakland Community-based Organizations Faith-based Organizations

**(b) Partnerships with the private sector to identify jobs**

*Describe the county's partnerships with the private sector, including employers, employer associations, the faith community, and central labor councils, and how those partnerships will identify jobs for CalWORKs program recipients.*

The County maintains a broad range of partnerships and associations with the private sector community of the Bay Area. Through its operation of the Job Training Partnership Act (JTPA) programs and the County's GAIN, Food Stamp Employment & Training (FSET) and General Assistance Employment Services (GAES) programs, the Social Services Agency (SSA) has partnered with local and regional employers and employer associations, as well as labor and labor organizations, to identify employment needs and trends in order to provide effective job training, development and placement opportunities for the clients served by the SSA.

Alameda County's Economic Development Alliance for Business (EDAB) is itself a partnership of the private sector with city and county government, labor, local education, community colleges, higher education and community organizations which addresses the issues of growing local businesses, attracting new industries and employers and retaining existing business in Alameda County. EDAB, and its county staff, have maintained an active interest and partnership with city and county social services agencies in order to meet the workforce preparation needs of the county's residents.

These efforts were highlighted in June 1997 under the leadership of Keith Carson, the President of the Board of Supervisors, in a targeted developmental effort to direct local creativity to three critical areas of the welfare reform implementation in Alameda County. These three areas were child care, transportation and job creation. This targeted effort, the 90-Day "Communities That Work!" Project, brought into partnership a range of private sector businesses, employers, labor, education, community organizations, faith organizations and government agencies with a challenge to produce concrete results in a 90-day timeframe.

This effort identified over 700 jobs available to CalWORKs clients and, more importantly, strengthened the existing partnerships within the community between the private sector, labor, education, community groups, faith organizations and local government agencies. The "Communities That Work!" Project demonstrated that partnerships are a viable and proactive means to identify and ameliorate communication barriers and to find effective and productive solutions in this community.

The following partners are developing and expanding the systems that assist employers, labor and the CalWORKs job seekers to identify jobs that meet the employment needs of all parties:

Alameda County Economic Development Alliance for Business (EDAB) provides assistance in design and development of training and job placement activities and linkages with local economic development efforts that provide employment opportunities.

Alameda County and Oakland Private Industry Councils (PICs) bring together private sector, labor, education, social services, government and community representatives to identify the workforce development, employment and training needs of the local and regional labor markets and to identify successful approaches to meeting the employment needs of the unemployed and underemployed populations in the county.

California Employment Development Department (EDD) offices in the county provide a centralized database of employers and job opportunities, and a job matching system to connect job seekers to available employment.

City Economic Development Agencies provide linkages to new and expanding job opportunities in each city and in the county.

Central Labor Council and Union representatives participation in the Welfare Reform Design Team's planning for welfare reform and their membership on the Alameda County and Oakland Private Industry Councils provide linkages to the activities and services of organized labor and to the opportunities for employment that unions and organized labor can offer.

Chambers of Commerce provide information and marketing assistance, employer contact and feedback, surveys of employer needs, and identify local labor market trends.

Employer resources and networks through the Alameda County and Oakland Private Industry Councils through job development activities, labor market studies and program planning and development provide information on successful employment and training services to economically disadvantaged populations.

State Universities and University of California provide labor market and industry forecasts and trends, input on workforce development strategies, and research on business, employment and the economy, which assists in making connections between public assistance programs and recipients and the methods needed to access employment.

Community Colleges - Industry and Employment Advisory Councils provide input and feedback on skills training and education programs that are relevant to local employers and for local and regional labor market trends.

Alameda County Office of Education (ACOE) - Industry / Education Advisory Councils provide input on the education needs of today's and tomorrow's workforce to assist local schools prepare youth to meet the needs of employers and industries.

Community Action Agencies provide linkages to small and neighborhood businesses and assist both small employers and community residents to make the connections to job opportunities.

Faith Based Community provides a strong link with small businesses and with the community in identifying employment needs and opportunities. This community's participation on the Welfare Reform Design Team's planning for welfare reform provides a positive opportunity to develop community support for CalWORKs recipients and employers.

Community Based Organizations provide both employment development and training activities that meet the needs of employers, and of those individuals who participate in training activities. Many of these organizations have years of experience in identifying jobs that will meet the needs of the participants they serve, while providing the employer with the trained workers that the employer needs.

Complementing these partnerships and efforts within Alameda County is the County's participation in the development of an East Bay regional infrastructure of One-Stop Career Centers serving Alameda and Contra Costa Counties. The Private Industry Councils of Alameda County, Contra Costa County, City of Richmond and City of Oakland partnered to develop a comprehensive One-Stop Career Center system, which is known as EastBay Works. Utilizing federal Job Training Partnership Act (JTPA) funds. The EastBay Works is implementing the California Vision of One-Stop Career Centers by designing and operationalizing the Vision's infrastructure requirements in an East Bay network of sites.

EastBay Works electronically links the workforce development activities and services of sixteen (16) One-Stop Career Centers. There will be nine One-Stop sites in operation in Alameda County, and seven One-Stop sites in Contra Costa County, by January 1, 1998. Each One-Stop Career Center has been developed and will be operated by a local partnership of agencies, as defined by the California Vision for One-Stop Career Center systems.

This network allows for the identification of job opportunities, employer needs, job seeker skills, and training services throughout the East Bay and allows for the immediate exchange of information between and among any of the sixteen One-Stop sites. Additional communications capabilities allow each site to access the Internet and to link with other One-Stop Career Center systems in the Bay Area and throughout the entire state. Collaboration efforts between the One-Stop Career Centers in Alameda County and the City of Oakland and the County's Self-Sufficiency Program are ensuring that information, resources and communications are shared from the One-Stop Career Center system to the Self-Sufficiency Program locations to the full extent that available resources and technology can provide.

One-Stop Career Center locations in Alameda County which are currently operational:

Alameda Community Partnership  
Emeryville Community Partnership  
Eden Area Community Partnership  
Fremont Community Partnership  
Newark Community Partnership  
Oakland Career Center  
East Oakland Career Center  
Berkeley Community Partnership

College of Alameda, Alameda  
Emeryville Works, Emeryville  
ACCESS One-Stop, Hayward  
Employment Development Department, Fremont  
Ohlone Career Center, Newark  
Downtown - 22nd Street, Oakland  
EDD - Hegenberger Road, Oakland  
Health & Human Services, Berkeley

The Valley Area Community Partnership One-Stop, Chabot-Las Positas Community College, Pleasanton, is finalizing a facility location and space plan in order to be operational no later than December 1, 1997.

## (c) Local labor market needs

Briefly describe other means the county will use to identify local labor market needs.

Alameda County utilizes a variety of resources to identify local labor market conditions and needs. This includes access to traditional State and Federal data resources; special studies and activities of local workforce and economic development organizations; and, the informal network of shared labor market information among job developers within the employment and training communities in Alameda County.

With the partnerships that have developed in recent years around such initiatives as School-to-Career Programs, Career Center Services for Dislocated Workers, One-Stop Systems, Work First! welfare services and the Welfare-to-Work policies of the TANF and CalWORKs programs, Alameda County's welfare services are able to identify local and regional labor market needs through direct access to the following resources:

### Alameda County Economic Development Alliance for Business (EDAB)

- economic development activities and surveys
- identification of employer needs

### Employment Development Department (EDD) / Labor Market Information Division (LMID)

- labor market data and trends / State, regional and county

### EastBay Works Work-Web

- job development, job leads

### Regional One-Stop Career Center System

- job development, job leads
- employer information

### ERISS software database

- database of job descriptions
- statewide list of employers
- training providers - locally, regionally and statewide

### Central Labor Council

- information on apprenticeships and union positions

### Alameda County and Oakland Private Industry Councils

- labor market data and trends / State, regional and county
- employer information
- placements, job search activities
- job development, job leads

### Employment & Training Community Network - Oakland

- job development, job leads
- training programs, activities and services

### GAIN Program data

- placements, job search activities

### Community College-based Career Centers

- labor market data and trends / State, regional and county
- employer information
- training programs, skill needs

### Chambers of Commerce

- employer information
- local labor trends and needs

**(d) Welfare-to-Work activities (there are 16 listed, and the option to include others)**

*Each county is expected to offer a range of services adequate to ensure that each participant has access to needed activities and services to assist him or her in seeking unsubsidized employment. Pursuant to WIC Section 11322.7(b) "No plan shall require job search and work experience of participants to the exclusion of a range of activities to be offered to recipients." Activities allowed by state law include, but are not limited to, those listed below. Please indicate which of the following activities will be provided and identify any allowable activities that will not be provided.*

[ X ] Unsubsidized employment

[ X ] Work study

[ X ] Subsidized private sector employment

[ X ] Self-employment

[ X ] Subsidized public sector employment

[ X ] Community Service

[ X ] Work Experience

[ X ] Job search and job readiness assistance

[ X ] On-the-Job Training

[ X ] Job skills training directly related to employment

[ X ] Grant-based On-the-Job Training

[ X ] Supported Work

[ X ] Vocational education and training

[ X ] Transitional employment

[ X ] Education directly related to employment

[ X ] Adult basic education (includes basic education, GED and EEL)

[ X ] Other:

[ X ] Diversion program

[ X ] Drug & Alcohol abuse treatment

[ X ] Mental Health services & treatment

[ X ] Post-Employment Services

**(e) Substance abuse and mental health treatment services**

**Plan for Substance Abuse Services**

Briefly describe how the welfare department and the county alcohol and drug program will collaborate and utilize new funds available to ensure the effective delivery of substance abuse services. These funds should be used to maximize federal financial participation through Title XIX of the federal Social Security Act. If the county has determined who will provide substance abuse treatment, please indicate the providers in the plan. If that decision has not been made, provide CDSS an addendum to the CalWORKs plan indicating the provider when determined.

**[ X ] Alameda County certifies that the county's substance abuse treatment services will include at least the following: evaluation; case management; substance abuse treatment; employment counseling; and, the provision of community service jobs.**

**Describe any additional services the county will provide.**

The Social Services Agency and the Health Care Services Agency, Department of Behavioral Care, will collaborate and mutually agree on a system of care to meet the substance abuse treatment needs of CalWORKs adults and children, some of whom are not served in the current care system. Funds will be used to maximize federal financial participation through Title XIX of the federal Social Security Act.

The system of care will include:

- o evaluation and assessment located at the Social Services Agency's Self Sufficiency Centers, including identification of coexisting mental health problems;
- o case management;
- o crisis intervention;
- o substance abuse treatment by a licensed or certified program, including integrated treatment of coexisting mental health problems; and,
- o evaluation of program performance outcomes and client satisfaction

In addition, based on client evaluation, assessment and treatment plan, welfare to work plans will be developed and community service jobs will be provided by the Social Services Agency or its agent. For the first referral, individuals may participate in substance abuse treatment for up to six months without concurrent participation in other allowable work activities. At the end of the six months exemption, participation in work activities is required.

The Social Services Agency and the Department of Behavioral Care will collaborate regarding the contracting of funds for substance abuse treatment to community service providers, who have experience addressing the needs of the CalWORKs population. This has not yet been determined. Once providers are determined, the Social Services Agency will provide CDSS an addendum to this plan specifying the providers. Different providers may provide different elements of the service delivery design.

The County has purchased the Alcohol & Other Drug Initiative training package from the Sacramento County Department of Health and Human Services. This training and technical assistance package provides critical information regarding addiction, relapse and recovery to public agency employees, community and neighborhood-based organizations. A pilot study of the package and a plan for implementation of the training will be completed by April 1998 with wider distribution to follow through the balance of 1998.

## Plan for Mental Health Services

Briefly describe how the welfare department and the county department of mental health will collaborate and utilize new funds available to provide effective mental health services. Counties should maximize federal financial participation to the extent possible in the provision of mental health services.

[ X ] Alameda County certifies that the county will provide at least the following services: assessment; case management; treatment and rehabilitation services; identification of substance abuse problems; and, a process for identifying individuals with severe mental disabilities.

### Describe any additional services the county will provide.

The Social Services Agency and the Health Care Services Agency, Department of Behavioral Care, will collaborate and mutually agree on a system of care to meet the mental health treatment needs of CalWORKs adults and children, some of whom are not served in the current County care system. Funds will be used to maximize federal financial participation through Title XIX of the Federal Social Security Act.

The system of care will include:

- o evaluation and assessment located at the Social Services Agency's Self Sufficiency Centers, including identification of coexisting substance abuse problems;
- o case management;
- o crisis intervention;
- o treatment and rehabilitation services, including integrated treatment of coexisting substance abuse problems;
- o a process for identifying individuals with severe mental disabilities and referral for appropriate treatment; and,
- o evaluation of program performance outcomes and client satisfaction.

Additionally, the Social Services Agency will provide: screening; follow up services for the severely disabled, including advocacy services; and, referrals as needed. Based on client evaluation, assessment and treatment plan, welfare to work plans will be developed by the Social Services Agency or its agent.

The Social Services Agency and the Department of Behavioral Care will collaborate regarding the contracting of funds for mental health services to community service providers, who have experience in addressing the needs of the CalWORKs population. This has not yet been determined. Once providers are determined, the Social Services Agency will provide CDSS an addendum to this Plan indicating the providers. Different providers may provide different elements of the service delivery design.

**(f) Mental health services available after time limits**

*Briefly describe the extent to which, and the manner in which, the county will make mental health services available to recipients who have exceeded the 18 or 24 month time limit.*

Recipients who have exceeded the 18 or 24 month time limit will continue to be eligible for appropriate mental health services offered by the County Behavioral Care Department, Health Care Services Agency.

Alameda County  
Behavioral Health Care Services Agency

**(g) Child care and transportation services**

**Child Care**

*Please describe how child care services will be provided to CalWORKs participants. This should include a description of how the county will provide child care for families transitioning from county funded providers to non-county funded providers of child care services.*

*Additionally, briefly describe how the county will ensure parents needing child care services can access the Resource and Referral Agency(ies).*

The County is in the process of developing the delivery system for the Stage 1 child care funding. The County may sole source contract with one or more Resource and Referral Agencies (R&Rs) to provide Stage 1 child care. By having one or more R&Rs provide the Stage 1 child care program parents who need child care services will have immediate access to the most current data on the availability of child care in the county. The terms and conditions of the contract will require collaborations with cities, community colleges, school districts, faith groups, and Parks and Recreation Departments to expand child care capacities in the county.

If the County does not contract with one or more R&Rs for Stage 1 child care, then the child care payment system used by the GAIN Program will be utilized. The current Case Data System (CDS) / GAIN Information System (GIS) will accommodate child care referral to the R&Rs, authorization and payments. If necessary, the CDS/GIS system could also be used for data tracking and collection if Stage 1 is contracted out.

Alameda County will not request approval to be a Stage 2 Alternative Payment (AP) provider. As required by the Stage 2 funding stream, the County is working with the County's Child Care Planning Council, the local R&Rs and the County's AP providers to design a seamless delivery system to transition CalWORKs families requiring child care from Stage 1 to Stage 2 services.

Existing procedures for ensuring participant access to the R&R Agencies are being reviewed and will be enhanced. Currently the first employment services appointment letters include the phone number of the local R&R. The R&Rs attend day-one of most GAIN Job Clubs and child care services are explained at that time. Co-location of the R&Rs is being considered. The County meets regularly with the R&Rs to resolve problems and ensure a service delivery system that addresses both the clients' and the providers' needs. These meetings will continue and will include discussions of how to seamlessly transfer from Stage 1 to Stage 2 and from Stage 2 to Stage 3 child care.

The county wide 90-Day plan for "Communities That Work!", addressed the broad range of issues and concerns regarding child care needs and access for those on public assistance. The research, planning and discussion efforts of this planning included business leaders, the county's R&R Agencies and AP Providers, child care advocates, public assistance recipients, local elected officials and county staff.

Within the 90-Day period of mid-June to mid-September, the community's efforts produced the following deliverables:

- Identification of 780 additional child care slots;
- Creative ways to make current subsidized child care go further;

- Expansion of child care services at community colleges, school districts, faith groups, and parks and recreation departments; and,
- Strategies to raise funds from non-government sources.

The County will support the efforts of the Alameda County Child Care Planning Council to pilot a centralized waiting list for subsidized child care in the county. The benefits of this system include that it would be a single waiting list that serves families in an orderly manner and would provide for a simple application process for obtaining subsidized child care to replace the fragmented application process.

*Indicate what criteria the county will use to determine, on a case-by-case basis, when parents who have primary responsibility for providing care to a child six months of age or younger, may be exempt from welfare-to-work participation. The exemption period must be at least twelve weeks and, at county discretion, can be increased to one year for the first child. The exemption period for subsequent children is twelve weeks, but may be increased to six months. Briefly describe the criteria the county will use to determine the period of time a parent or other relative will be exempt considering the availability of infant child care, local labor market conditions, and any other factors used by the county.*

The County anticipates that for a first child, the standard exemption of six months would be appropriate for most families. For subsequent children, the standard exemption of 12 weeks would be given.

On a case-by-case basis the length of the standard exemption may be increased up to a maximum of 1 year for a first child or 6 months for subsequent children. The criteria the county will use to determine an increase above the standard exemption time frames are the following:

- mother has special post-partum needs;
- child has special needs; or,
- parent cannot find infant child care;

If the mother has special post-partum needs a medical verification from a doctor that the mother is unable to work, which includes the length of time the condition is expected to last and a prognosis for recovery must be provided. An exemption review will be scheduled based on the doctor's statement of expected duration.

If the child has special needs, a medical verification from a doctor of the infant's special needs, length of time the condition is expected to last and a prognosis for recovery must be provided. An exemption review will be scheduled based on the doctor's statement of expected duration.

If the parent cannot find infant child care, the exemption will be extended on a month-by-month basis until an appropriate infant child care provider is located. The County and R&Rs will work closely with the parent to help find child care.

Should the County contract with the local R&Rs to provide Stage 1 child care, there will be immediate access to the current status of all available child care slots. The R&Rs will review usage of different types of child care slots and work with the child care providers to develop new slots and/or to negotiate with existing providers to develop or offer child care for different age groups when necessary. The County and CalWORKs recipients would be in continuous contact with the R&Rs to determine the availability of suitable child care slots for each age group.

## **Transportation**

*Briefly describe how transportation services will be provided.*

The existing GAIN Information System will continue to pay transportation-related supportive services. The System accommodates the issuance of bus passes, bus tickets/tokens, and direct payments to participants when private vehicles are used.

The County's 90-Day "Communities That Work!" Project included a focus on transportation that has opened the communication and information flow from the transportation authorities and agencies to the Self-Sufficiency Program. Beginning in August 1997 staff from various transit operators and Bay Area Commuters, Inc. began participation in the orientations provided in the Self-Sufficiency Program to new applicants and current recipients. This effort has provided materials, maps and instructions on the most cost-effective and efficient means to use public transportation and to schedule travel time when using public transportation. The Metropolitan Transit Commission (MTC) has reached agreement with the County for the implementation of a computerized trip planning system, known as TranStar, to be installed on a demonstration basis in the GAIN Program offices.

It is anticipated that most participants in Welfare-to-Work activities will use one or more of the County's several public transportation systems. Alameda County will work with the transportation infrastructure, BART, A/C Transit, LAVTA, Rides for Bay Area Commuters and city-based paratransit programs to develop strategies to assist people in evaluating transportation alternatives. The County will help to ensure access to transportation both through availability and affordability and will design pilot projects to explore expansion of available resources. Where appropriate, transportation will be addressed in arrangements with other organizations. Examples include: a proposal to the Alameda County Transportation Authority that CalWORKs participants entering the workforce be included in the populations eligible for subsidized transit fares; and, a project proposal to have community based organizations (CBOs) operate van-pools for commuters from areas with limited transportation accessibility.

## (h) Community Service Plan

Briefly describe the county's plan for providing community services activities. This should include a description of the process the county will follow to determine where community services assignments will be located, and the agencies / entities that will be responsible for project development, fiscal administration, and case management services. If it is not known at this time, the county may provide the specific details of the Community Service Plan as an addendum.

The Social Services Agency has developed positive working relationships with a large number of public and non-profit agencies, and community-based organizations through the operation of the GAIN Program Pre-Employment Preparation (PREP) component during the past ten years. A pool of high quality placements, developed over time, ensures that the PREP experience develops skills that can be taken effectively into the local labor market. This foundation will be used to create additional community service opportunities through the cooperation and collaboration of the community and faith-based organizations, public, non-profit and governmental agencies and the Social Services Agency.

The Partner Program Network, a coalition of non-profit organizations serving the residents and businesses in the Oakland Enterprise Zone, has initiated a survey to determine the willingness and capacity of many organizations in Oakland and Alameda County to provide community services positions. The City of Fremont is developing a pilot project proposal to provide community service experience that is linked to unsubsidized employment after an internship period. The Social Services Agency has met with the Alameda County Office of Education to develop community service activities at school sites throughout the county. These assignments will be designed to lead to employment in landscaping, clerical or office work, child care, education, or building maintenance.

In addition, the County will continue its development of the Community Service program in collaboration with private sector employers, local education agencies, organized labor, recipients of public assistance, community-based and faith-based organizations and local government agencies to identify the following:

1. Unmet community needs that could be met through community service activities;
2. The target population to be served with community service activities;
3. The entities responsible for project development, fiscal administration and case management services
4. The terms of community service activities that, to the extent feasible, shall be temporary and transitional, not permanent;
5. Supportive services, including job search, education and training, which shall be provided to participants in community service activities;
6. How to ensure the provision of child care to participants in community services activities;
7. How mental health services needed by participants will be made available during participation in a community service job; and
8. The location assignment of community service positions to meet the needs of the community.

Alameda County will be working with the Central Labor Council to ensure that the expansion of the Community Service program will be in compliance with the non-displacement requirements of the CalWORKs legislation.

## (i) Working with victims of domestic violence

*Briefly describe how the county will provide training for those county workers who will be responsible for working with CalWORKs recipients who are victims of domestic violence.*

Domestic violence awareness training will be provided to all county staff who will be working with CalWORKs recipients. The basic training module will include the indicators, impacts and dangers that domestic violence presents. County workers who will be responsible for working with and/or case managing a CalWORKs client who is a victim of domestic violence will receive additional training to more effectively meet the special needs of such recipients.

Currently, there are several resources within Alameda County to assist with this training. The Family Court Service and the District Attorney's Office both employ Domestic Violence Specialists who can present a historical, legal and a research perspective on this issue. The Alameda County Domestic Violence Council has a number of clinicians who can present the human cost of family violence. A Domestic Violence module for all new employees and existing staff in the Social Services Agency's Economic Services and Children and Family Services departments will be implemented utilizing the above resources. The actual training will be provided through the Social Services Agency Staff Development Department in conjunction with community agencies specializing in the field of domestic violence.

*Until regulations are adopted the county may utilize other standards, procedures, and protocols (for example, those now used in the GAIN Program) for determining good cause to waive program requirements for victims of domestic violence. Please describe the criteria that will be used by the county for this purpose, and what approach the county would take to deal with recipients who are identified in this way.*

Good cause determinations to waive program participation requirements for victims of domestic violence will be granted following the submission of one or more of the following documents:

- doctor or hospital record that treatment for a domestic violence related injury has been received;
- police records verifying that the police had been notified, called-in, or complaints filed related to domestic violence;
- verification that a stay at a shelter was the result of domestic violence;
- evidence that individual and/or family counseling for domestic violence was received; and/or
- evidence that threats of domestic violence have occurred.

Clients without documentation may be granted good cause for non-cooperation through discussions with an on-site social worker. Services or complaints must have been received or made within the last twelve months. A review of the exemption will be conducted at three month intervals. Victims of domestic violence will be referred for counseling and other appropriate services as needed. Recipients may request a return to participation, on a limited or full-participation basis, at any time during the exemption period.

In the long term, the County will amend the plan to describe activities in which victims of domestic violence will be required to participate. These activities, to address the needs of victims of domestic violence, will be identified and/or developed with input from the Commission on the Status of Women and the Alameda County Domestic Violence Council and will be designed to provide treatment, build self-esteem and provide other activities to assist in the transition to full participation in the welfare-to-work activities of the county's CalWORKs program.

**(j) Performance outcomes to meet locally established objectives**

*Please indicate whether there were any local program outcome objectives identified during the CalWORKs plan development process and how the county proposes to track those outcomes. If the county develops alternative outcomes for the CalWORKs program during future collaborative efforts, please submit information on those measures as an addendum to the CalWORKs plan.*

Alameda County will comply with the State mandated performance outcomes and will cooperate, as required, with the State in the development of a system to measure the following performance outcomes (as specified in AB 1542 - Section 10541 / CalWORKs legislation):

- Success of welfare-to-work, including
  - the rate of movement to employment
  - earnings for CalWORKs recipients
  - earnings for those who have left the CalWORKs program
  - job retention rates
  - extent to which recipients have obtained unsubsidized employment in each year on aid
- Rates of child support payment and collection
- Child well-being, including
  - entries into foster care
  - number of at-risk births
  - rates of school achievement
  - child poverty
  - child abuse reports
- Changes in the demand for General Assistance
- Supply, demand and utilization of support services by CalWORKs recipients including
  - child care, transportation, mental health services, and substance abuse treatment
- Number of identified families affected by domestic violence

In addition to meeting the state-mandated outcomes for the CalWORKs program, as stated above, Alameda County is evaluating additional performance outcomes and the development of appropriate evaluation criteria and requisite tracking mechanisms. Some outcomes under consideration are the following:

- Number of placements of those who have:
  - received AFDC more than 5 years (long-term recipients)
  - been on AFDC/TANF less than 5 years
  - used diversion payments to get or maintain employment
- Number discontinued due to employment lasting at least six months
- Increased earnings due to employment
- Increased number of cases with earned income
- Reduction in grant levels resulting from recipient earnings
- Diversion from the program for six months plus the number of months equivalent to the diversion payment
- Savings generated by Diversion

**(k) Public input to the County Plan**

*Briefly describe the means the county used to obtain broad public input in the development of the CalWORKs plan.*

Alameda County implemented a community-based welfare reform planning process in January 1996 by convening over one hundred community representatives to form the Welfare Reform Design Team. The Self-Sufficiency Program model and the flow of activities and services, as presented in this CalWORKs County Plan, were developed and refined through eighteen (18) months of planning activities by the Welfare Reform Design Team and the County.

The community-based Design Team held nine meetings between January 1996 and June 1997. In addition, eight special-focus committees were formed from the Design Team. Each committee met from five to ten times over this period and all increased the participation of the community in the welfare reform planning process by adding new members.

In May 1997 a 90-Day "Communities That Work!" Project issued a challenge to the community to use the cooperation and collaboration of the community to address three specific aspects of welfare-to-work activities, in the context of the county's new welfare system, and in response to the CalWORKs legislation. The three areas, child care, transportation, and job creation are all key elements of this CalWORKs County Plan. Alameda County's plan in these areas reflects the community's input during the 90-Day Project.

The active partnership between the County and the community will continue. The Welfare Reform Design Team, the 90-Day Project Team and the GAIN Advisory Council are meeting in October 1997 to review and comment on the CalWORKs County Plan document. Both the Design Team and the 90-Day Project Team have made plans to continue with their efforts to address and meet the issues of welfare reform implementation in Alameda County in the months ahead.

In addition, the Alameda County CalWORKs Plan document is open for review and comment through the following public input avenues:

- |                        |   |
|------------------------|---|
| 10/20/97               | Draft plan presented to the Social Services Committee - Board of Supervisors.   |
| 10/21/97               | Copies mailed to Welfare Reform Design Team, 90-Day Project Team and the GAIN Advisory Council.<br>Copies placed in public libraries, with directions for providing comments to the County Draft Plan put on CNET, Work-Web and SSA-Web page. |
| 10/28/97 to<br>11/7/97 | Community forums and town hall meetings held at several locations in Alameda County, to present the County CalWORKs Plan for review and comment.  |
| 12/1/97                | Final Draft presented to the Social Services Committee - Board of Supervisors   |
| 12/9/97                | Plan presented to the County Board of Supervisors for approval.   |

Total CalWO Case Management, Services & Administration Budget for FY 7/98

	Final 97/98 Budget	New Funds	Total	TANF/State General Fund	CCDBG	Title XIX	County Alc. & Drug Funds*	Block Gran
<b>(A) Total CalWORKs Single Allocation items (1) thru</b>	<b>\$36,564,654</b>	<b>\$3,898,943</b>	<b>\$40,463,597</b>	<b>\$36,297,490</b>	<b>\$2,905,889</b>	<b>\$0</b>	<b>\$1,260,219</b>	<b>\$0</b>
(1) Benefit Determination - mandated	\$17,251,637	\$228,533	\$17,480,169	\$16,219,951	\$0	\$0	\$1,260,219	\$0
(2) Program Integrity (Fraud)	\$2,925,534	\$0	\$2,925,534	\$2,925,534	\$0	\$0	\$0	\$0
(3) Staff Development/Retraining	\$172,432	\$619,650	\$792,082	\$792,082	\$0	\$0	\$0	\$0
(4) Welfare to Work Activities								
(4a) SSA Based Welfare to Work Activities/Case Management	\$8,939,773	\$1,379,442	\$10,319,216	\$10,319,216	\$0	\$0	\$0	\$0
(4b) Community Based Welfare to Work	\$1,007,564	\$1,260,100	\$2,267,664	\$2,267,664	\$0	\$0	\$0	\$0
(4c) Employability Assessments	\$204,800	\$204,800	\$409,600	\$409,600	\$0	\$0	\$0	\$0
(4d) Transportation	\$620,000	\$150,000	\$770,000	\$770,000	\$0	\$0	\$0	\$0
(4e) Employment Related Goods for Clients	\$250,000	\$50,000	\$300,000	\$300,000	\$0	\$0	\$0	\$0
(5) CalLearn								
(5a) SSA Based Case Management	\$335,025	\$6,418	\$341,443	\$341,443	\$0	\$0	\$0	\$0
(5b) Community Based Case Management	\$1,608,000	\$0	\$1,608,000	\$1,608,000	\$0	\$0	\$0	\$0
(5c) Transportation	\$224,000	\$0	\$224,000	\$224,000	\$0	\$0	\$0	\$0
(5d) Education and Employment Related Goods for Clients	\$120,000	\$0	\$120,000	\$120,000	\$0	\$0	\$0	\$0
(6) Child Care 1st half of FY 97/98	\$2,905,889	\$0	\$2,905,889	\$0	\$2,905,889	\$0	\$0	\$0
<b>(B) Child Care 2nd half of FY 97/98 (Stage 1)</b>	<b>\$0</b>	<b>\$5,981,228</b>	<b>\$5,981,228</b>	<b>\$0</b>	<b>\$5,981,228</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>(C) Mental Health Treatment &amp; Substance Abuse Tr</b>	<b>\$0</b>	<b>\$1,655,612</b>	<b>\$1,655,612</b>	<b>\$871,375</b>	<b>\$0</b>	<b>\$784,237</b>	<b>\$0</b>	<b>\$0</b>
(1) Mental Health Treatment	\$0	\$752,548	\$752,548	\$396,078	\$0	\$356,470	\$0	\$0
(2) Substance Abuse Treatment	\$0	\$903,064	\$903,064	\$475,297	\$0	\$427,767	\$0	\$0
<b>(D) Alcohol and Drug Programs - through Behaviora</b>	<b>\$0</b>	<b>\$198,036</b>	<b>\$198,036</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$198,036</b>
<b>(E) Cash Benefits to Clients</b>	<b>\$179,956,074</b>	<b>\$0</b>	<b>\$179,956,074</b>	<b>\$175,457,172</b>	<b>\$0</b>	<b>\$0</b>	<b>\$4,498,902</b>	<b>\$0</b>
<b>GRAND TOTAL</b>	<b>\$216,520,729</b>	<b>\$11,733,819</b>	<b>\$228,254,548</b>	<b>\$212,626,037</b>	<b>\$8,887,117</b>	<b>\$784,237</b>	<b>\$5,759,121</b>	<b>\$198,036</b>
Funding Rolled-Over into FY 1998/99	\$0	\$4,935,403	\$4,935,403	\$4,935,403	\$0	\$0	\$0	\$0
Impact of Funding Shifted to Food Stamps	\$0	\$1,346,974	\$1,346,974	\$1,346,974	\$0	\$0	\$0	\$0

NOTES:

- Budget is based on the cost of providing mandatory job training services through the self-sufficiency center program. Facilities, staffing and CBO contracts for the full program will be phased in over the course of FY 1997/98 and FY 1998/99.
- Costs for Diversion grants are included in cash benefits to clients.
- Savings from caseload decline are not included. Allocation of savings from caseload decline will be brought to the Board in a future recommendation.
- There is broad discretion in the allocation of funds between sub-components of the CalWORKs Single Allocation (item A) and between the two components of Mental Health Treatment and Substance Abuse Treatment (item C).
- Estimates of Title XIX revenue for Substance Abuse Treatment is preliminary - the State is still working on plan amendments to access Federal funds.

(1) Source and expenditure of funds.

**(m) Assisting families transitioning off aid**

*Please describe how the county will work with families transitioning off aid.*

*The description should include:*

- (1) assistance for those individuals who transition off aid due to time limits; and,*
- (2) those who leave aid due to employment.*

The County, through the Self-Sufficiency Program, will inform all recipients ~~who are approaching their time limit on aid of the benefits, resources and services that are available after the time-limited aid ends.~~ To the maximum extent possible, the Self-Sufficiency Program will make and/or develop direct referrals to the available resources and services for each family transitioning off of aid. These resources and services include, but are not necessarily limited to, the following:

Determination of continuing eligibility for:

Food Stamps and Medi-Cal benefits, and  
child-only aid under the CalWORKs program;

Referral to a community service program;

Referral to Children & Family Services for an assessment of need for the continuation of child-only aid and/or to determine if other or additional services are appropriate;

Referral to Drug & Alcohol or Mental Health treatment services;

Access to the Post-employment services component of the Self-Sufficiency Centers and to the core employment services of the One-Stop Career Center system; and,

Referral to the safety-net services (food, shelter, etc.) and other resources of local communities.

For those who are transitioning off of aid due to employment, the County will inform all such individuals of the benefits, resources and services that may continue and/or are available. Information about, and/or referrals to, the following will be provided:

Determination of continuing eligibility for Food Stamps and Transitional Medi-Cal benefits;

Determination of continuing child care support services and subsidies;

Access to the Post-employment services component of the Self-Sufficiency Centers and to the core employment services of the One-Stop Career Center system; and,

Referral to the services and resources of local communities.

**(n) Job Creation**

*Please describe the efforts that have been undertaken, or that the county plans to pursue, relating to the job creation plan described in Chapter 1.12 (commencing with Section 15365.50) of Part 6.7 of Division 3 of Title 2 of the Government Code. This section provides for the development of a strategic plan for the implementation of initiatives for CalWORKs recipients under this section. A lead local agency (to be designated by the County) will coordinate a Welfare-to-Work Job Creation Task Force. Each participating county will receive a minimum of \$50,000 (with additional monies to be distributed by formula) from the newly created Job Creation Investment Fund, administered by the Trade and Commerce Agency for the purpose of securing new, private, unsubsidized employment for up to 500,000 persons (statewide) receiving CalWORKs benefits.*

Alameda County designates the Economic Development Alliance for Business (EDAB) as the lead agency to coordinate the County's Welfare-to-Work Job Creation Task Force. Agenda items for this Task Force and the lead agency, which have been noted in the "Communities That Work" report, include:

Determine the feasibility of increasing local area labor market information services to provide for a full-time labor market analyst to develop ongoing information on the region's job needs.

Follow-up on the recent study of the East Bay's Food Processing industry and the identification of job entry channels for CalWORKs recipients.

Follow-up with the Alameda County Central Labor Council on the survey of entry level jobs available in the region.

Determine use of the Job Creation Task Force funds and/or the Job Creation Investment Fund to identify possibilities to provide special augmentation funding in areas such as: retaining the services of a full-time job developer position for outreach work with local employers; and, to support local economic development efforts to target business attraction, retention and development programs that will provide or lead to jobs for CalWORKs recipients.

Contact the economic development representatives from each city regarding possible linkages to the CalWORKs program and its recipients.

In addition, the County and the Welfare-to-Work Job Creation Task Force will be working with the Alameda County and Oakland Private Industry Councils to discuss the opportunities in the federally funded Welfare-to-Work program being administered by the U.S. Department of Labor (DOL) through the States and the federally-funded Job Training Partnership Act (JTPA) system. This \$3 billion, two-year project is targeted to the hard-to-serve segments of the CalWORKs recipient population and provides for the development of local job creation initiatives.

(o) Other elements / Pilot or demonstration projects

*Pilot projects: Please include a description of any pilot projects that the county may wish to pursue and submit a separate proposal for, as part of the county's CalWORKs Program. Should the county later determine an interest in a pilot proposal, this information could be submitted as an addendum to the County CalWORKs Plan.*

Alameda County intends to pursue, when additional information and detailed requirements are provided, the following pilot projects identified in the CalWORKs program legislation (**AB 1542**):

Microenterprise Demonstration Project; and

Child Support Assurance Demonstration Project.

Alameda County will not apply for the Change Reporting / Prospective Budgeting Demonstration.

Alameda County is preparing proposals for two additional pilot projects which have been announced through All-County correspondence:

Employment Readiness Demonstration Project (ERDP) - The County is considering a project to expand the County Sheltered Workshop to serve CalWORKs clients; and,

Noncustodial Parent Employment and Training Demonstration Project - A program approach has yet to be determined.

Alameda County is considering the development of specific pilot or demonstration projects in the following programmatic or operational areas:

Linking non-needy caretakers with the Kinship Program in order to provide a better quality of services to caretakers and children and to provide workload relief within the CalWORKs program that improves the effective delivery of services and benefits to CalWORKs recipients;

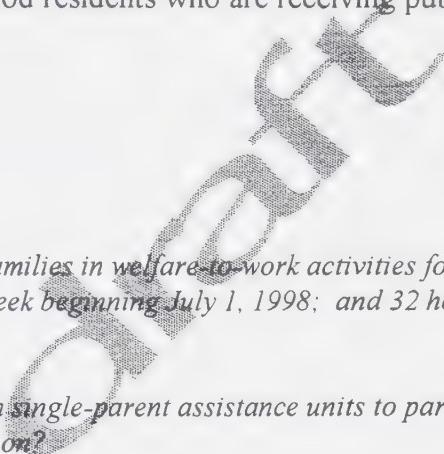
Implementing a simplification process through a business re-engineering approach applied to the County's CalWORKs program such that a more effective and efficient delivery of services can be realized in all levels of the CalWORKs program;

Developing a Neighborhood and Schools-linked project targeted to alleviating the causes of poverty and to ameliorating the impacts of poverty on the neighborhood and on the school populations in those neighborhoods; and,

Utilizing the same delivery system of the Self-Sufficiency Centers to provide a comprehensive array of welfare-to-work and supportive services for General Assistance clients while maintaining the current balance of fiscal resources between the CalWORKs and the General Assistance programs.

Lastly, Alameda County is continuing to develop a welfare reform pilot project with the Rockefeller Foundation and two neighborhood communities in Alameda County. The objective of the project is to

motivate the neighborhood residents and businesses into an economic revitalization activity that leverages all available resources to assist the targeted community. Included is a component that would develop wage-supported community service positions for neighborhood residents who are receiving public assistance benefits.



**(p) Compliance with requirements of CalWORKs**

*Under CalWORKs counties are required to enroll single parent families in welfare-to-work activities for a minimum of 20 hours per week beginning January 1, 1998; 26 hours per week beginning July 1, 1998; and 32 hours per week beginning July 1, 1999.*

*Prior to July 1, 1999, counties have the option to require adults in single-parent assistance units to participate up to 32 hours per week. Does the county intend to exercise that option?*

Alameda County will require single parent families to participate in welfare-to-work activities, as described in the recipient's or applicant's individual welfare-to-work plan, for a minimum of 26 hours per week beginning on January 1, 1998.

Alameda County will not require participation at the rate of 32 hours per week prior to July 1, 1999.

**(q) Interaction with American Indian tribes**

Not applicable to Alameda County.

**CERTIFICATION**

THIS PLAN HAS BEEN DEVELOPED IN ACCORDANCE WITH THE APPROPRIATE FEDERAL, STATE AND COUNTY LAWS AND REGULATIONS. THE TERMS OF THIS PLAN, INCLUDING ALL CERTIFICATIONS WITHIN THIS PLAN, AND ALL APPLICABLE LAWS AND REGULATIONS WILL BE FOLLOWED DURING THE IMPLLEMNTATION AND EXECUTION OF THIS PLAN.

Signatures:

**County Welfare Department Director:**

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Rodger G. Lum, Ph.D.

**President, Board of Supervisors:**

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Keith Carson

# SELF SUFFICIENCY PROGRAM DESCRIPTION

## EXECUTIVE SUMMARY

On October 29, 1996, the Alameda County Board of Supervisors accepted the Welfare Reform Design Team Report dated September 12, 1996, and approved the Welfare Reform Program Plan included in the Report. The plan proposed to move Alameda County from its current welfare system of benefit payments to a single, integrated system of employment, work force development, support services, and training, that will provide maximum opportunities for client self-sufficiency.

The Alameda County Social Services Agency (SSA) immediately began implementation planning, continuing its community partnership with the Welfare Reform Design Team. Four working Committees were established by the Design Team in November 1996: Intake, Employment, Safety Net, and Policy. SSA staff coordinated information and planning between these Committees and the Agency's internal work-teams to develop the implementation design for a single, integrated and outcome-based system. Additionally, the Committees and staff carefully considered the concerns expressed by the Board of Supervisors and the public in the October hearing. The Design Team and its Committees have committed to continuing our partnership through additional planning and implementation activities.

The result of this joint effort has been titled the "Alameda County Self Sufficiency Program." This program envisions the transformation of current SSA institutionalized and separate eligibility and employment services operations, office environments and dependency culture into a system consisting of:

- Self Sufficiency Centers featuring one-stop, full-service, integrated eligibility and self-sufficiency service intake, and individualized case management in an employment and outcome-focused environment;
- A Benefit Center for centralized case management services for the ongoing caseload. Features include: centralized files, records storage and mail service, and a Telephone Service Center using Interactive Voice Response (IVR) automation technology and telephone customer service personnel to answer questions and resolve problems; and
- Community partnerships to leverage and maximize funds, prevent duplication of service delivery, tap the creativity of collaboration, and develop the capacity of the community safety net to serve an expanding population.

It is important to note that the Self Sufficiency Program follows the Board's direction to maintain separate General Assistance and Temporary Assistance for Needy Families funds, while integrating staff resources, infrastructure and services.

## COMMUNITY PLANNING PROCESS

The Social Services Agency has continued its design and planning partnership with the community-based Welfare Reform Design Team. At the Design Team's November 1996 meeting four working committees were established to assist the Agency to develop an implementation plan and to define the structure for the single integrated system of employment focused welfare assistance in Alameda County.

Each committee received staff support from SSA's Economic Services and Employment & Community Services Departments to ensure direct linkages with the Agency's planning and implementation efforts. The four working committees of the Design Team included:

**Intake:** This Committee addressed the up-front access, information, application, intake, screening and eligibility procedures, and, in concert with SSA staff, worked to define an effective employment focused process for the single, integrated system.

**Employment:** This Committee focused on the various aspects of developing a broad-based community response to the increased demand for job opportunities that the welfare reform system requires. In addition, this committee participated with SSA staff in the design of the employment track procedures, job workshop process, case management after completion of job workshops, and operation of the post employment and job retention services.

**Safety Net:** This Committee defined the needs for specific safety net activities and the necessary community strategies to meet those needs, as well as approaches to creating the county and community partnerships that can expand the capacity and resources of the safety net in Alameda County. Immediate concerns are focusing on food and food distribution systems, access to shelter and housing, expanded use of information and referral (I&R) databases by local communities, community education, accessing non-emergency medical services and promoting citizenship for legal immigrants.

**Policy:** This Committee reviewed the overall program policies as defined by Federal Temporary Assistance for Needy Families (TANF) legislation; adding clarity and understanding to the policy positions, from the community's perspective; and developing advocacy strategies for legislative action as California completed its statewide plan for the CalWORKs Program.

The Welfare Reform Design Team has agreed to continue the partnership with SSA in the community-based planning for CalWORKs. To this end, the Design Team has directed the Design Team's Steering Committee to coordinate the planning tasks in concert with SSA's implementation efforts. This Committee process will build and support the community partnerships necessary for the successful transition to the employment focused services being provided by the County's Social Services Agency and its community partners.

## **PROGRAM DESIGN**

At the direction of the Board of Supervisors, the Social Services Agency began the implementation process for a single, integrated, employment focused support system that includes the provision of benefits and assistance under the welfare reform program in California and Alameda County. In November 1996 SSA staff convened, a joint planning and implementation team, with representatives from each SSA Department, and assigned implementation tasks to five workgroups. These workgroups addressed the structure, process and issues for: Intake and Program Design; Case Management and the Employment Track; Safety Net services; Automation needs and improvements for the current and new data systems; and, Space and facility needs for the operation of the new system.

The Agency workgroups identified tasks to be completed, clarified terms, outlined processes, discussed problems and solutions and formulated the steps for implementation. Sharing discussions and information with the working committees of the Design Team, both the community and the Agency worked to define the components of the "Alameda County Self Sufficiency Program" as presented on the flow chart on the last page. This structure is the Agency's blueprint for operating a single, integrated system for the delivery of employment focused full-service Self Sufficiency Centers.

## **TRANSITION**

SSA has begun the transition from the categorical and separated approaches to providing welfare benefits and employment services. The restructuring of the General Assistance (GA) program in August 1996 continued to shift GA toward an employment focus. Expanding the GAIN Program from a human capital investment model to include an active employment model has extended across all employment services for AFDC and GA eligible participants. The Employment Track components of the full-service Self Sufficiency Center model are operating at the North Oakland GAIN Office for AFDC recipients, and at 4400 MacArthur Blvd. for GA recipients. Each current Welfare Office is developing plans, materials and procedures that will inform applicants and recipients of the employment focus of the County's Self Sufficiency Center model, and that will assist in the referral of applicants and ongoing cases to one of the Employment-Services only Self Sufficiency Centers.

## **SELF SUFFICIENCY CENTER**

The minimum components, activities and services offered at the Self Sufficiency Center will be those presented on the flow chart and as described in the narrative following the flow chart. The majority of applicants for CalWORKs and GA benefits will also receive Food Stamps and Medi-Cal coverage. All applicants will be given a comprehensive orientation, registered into the data tracking system, and complete the application for aid. The majority of CalWORKs recipients will access child care and transportation support services and enter the Employment Track. Drug and Alcohol services, Disability Advocacy, and Mental Health Services will be available for

CalWORKs recipients. Benefits, including CalWORKs or GA cash assistance, Food Stamps, Medi-Cal and support services, will be available throughout the employment track period as long as eligibility for the benefits is maintained. Access to employment services will not be denied to an active participant should benefits be terminated due to time limit restrictions. The vision for the Self Sufficiency Center anticipates new office sites. However, until those sites are available, the essential components, activities, and process will be provided at the existing Social Services Agency sites.

## **Self Sufficiency Program Full service Self Sufficiency Center - Flow chart Components**

**NOTE:** The component labels in the following narrative descriptions presented in **Bold letters** equate to the labels in the boxes on the Self Sufficiency Center flow chart.

**Self Sufficiency Center / Outreach Site** - access to the information and services of the Self Sufficiency Center is open to anyone. Primary contact for those not on public assistance will be by walk-in to the Center. Current (ongoing) recipients of aid will be referred to the Center by an SSA Benefit Center worker.

**Information** via Self-directed Assistance - *Time frame: Access provided any time offices are open.*

- Available to any member of the community. Staff or volunteer assistance is available, but self-directed use of the information is expected and self-directed access will be made user-friendly.
- Signs, handouts, bulletin boards, posters, flyers, electronic kiosk/touch screen computer, and other means to share information will be provided and maintained.
- Recipients (ongoing cases) with immediate or specific problems are directed to the Ombudsperson or to **Safety Net** services.

**Resource Room** - *Time frame: Access provided any time offices are open.*

- An area for self-directed and assisted access to job postings, employment information, training and education programs, community services, **Safety Net** services, information & referral access, etc.
- Telephone access to the **Benefit Center** and **Telephone Services Center** - direct connection for questions and information from current/ongoing recipients regarding their case, eligibility, benefits, payments, notices received, etc.

**Ombudsperson** - *Time frame: Day 1, or by appointment*

- Provides personalized problem resolution, primarily for ongoing cases, that cannot be served or resolved through phone access to the Telephone Service Center.
- Provides problem and conflict resolution in the **Reception** or waiting areas, or in an **Orientation**.
- Assists individuals and recipients to access **Safety Net** services in the local community.

**Safety Net** services and referrals - assistance is provided to individuals and families who need specific services that are available through community-based or other resources. These include, though are not limited to: access to food distribution; homeless services; shelter referrals; drug and alcohol abuse services and treatment; mental health services; health care services; children and family services; child protection services; legal services; advocacy services; etc.

**Reception** provided by Agency/Center staff - *Time frame: Day 1*

- Directs individual (applicant, participant, recipient, community member, etc.) to appropriate location, staff person(s) and / or activity area in the Self Sufficiency Center.
- CalWORKs / GA / Food Stamps applicants are scheduled for an **Orientation**.
- Emergency needs applicants are immediately directed to a **Service Representative/Employment Counselor**.
- Medi-Cal-only applicants will be referred directly to **Eligibility**.

**Orientation** - *Time frame: Day 1 until 3:00 p.m., after 3:00 p.m. a next-day Orientation is scheduled.*

- Provided in groups via video and staff presentations.
- Describes the services and aid available, the rights and responsibilities of the recipient and the agency.
- Clearly defines the time limits on public assistance, and the specific requirements that must be met to maintain eligibility for public assistance.
- Defines the process at the Self-Sufficiency Center, and describes the various choices that the individual can make regarding **Application**, **Eligibility** and receipt of benefits/aid, participation in **Employment Track** services, and required activities for each choice and option available.
- Affirms the employment, earned income outcomes that the participant and staff are working toward through the services and activities of the Center.

**Diversion Component** - *Time frame: Day 1 or Day 2, immediately following Orientation, for entry to services; completion within 5 - 7 business days depending on nature of Diversion activity.*

- One of the options described in the **Orientation**.
- A lump sum payment made in lieu of a CalWORKs application for primarily voucherized assistance to meet immediate needs for accessing or maintaining employment.
- May include, but is not limited to: relocation assistance to accept employment; purchase of tools, equipment or special clothing; transportation costs; and license / licensing fees.
- If the participant chooses to end the Diversion process to pursue other options at the Center, staff will refer the individual for an **Eligibility** determination.

**Registration** - *Time frame: Day 1 or Day 2, immediately following Orientation*

- Data entry to the Self Sufficiency Center and welfare system computer tracking system.
- All clients will go to **Orientation** first, then complete registration.
- Clients exiting **Orientation** will complete registration and then be referred to the either an Employment Counselor or to an Eligibility Worker.

**Service Representative/Employment Counselor** - *Time frame: Day 1 or Day 2, immediately following Orientation*

- Each individual, upon completion of the **Orientation**, unless the individual has chosen the **Diversion** option, will meet with a Service Representative/Employment Counselor.
- Emergency services** needs will be immediately addressed by a Service Representative/Employment Counselor.
- Processes **applications, reviews** and quality checks for completeness and tracks applications until the application process is complete.
- An **appraisal** and a preliminary plan for meeting the employment, income, support services, benefits, health care, child care and transportation needs of the individual and/or family will be developed.
- Refers and tracks employable applicants to the **Employment Track**.
- If an applicant is determined to be **exempt**, they are referred to **Services** such as SSI advocacy, mental health and/or drug & alcohol abuse services or treatment, health care services, etc.

**Services** for Exempt clients - *Time frame: Day 1 or Day 2, immediately following Orientation*

- Exempt individuals or families are **exempt** from the **Employment Track** requirements. Public assistance from CalWORKs, GA, Food Stamps, and/or Medi-Cal, and support services, will be available and provided to all **exempt** persons based on their eligibility.
- As needed, individuals and families will be referred to additional or alternative services to address particular needs. This will include, but is not limited to:
  - SSI and Disability Advocacy
  - Citizenship programs
  - Homeless services and the CHASS program
  - Children and Family Services
  - Drug and alcohol services and treatment
  - Mental health services
- Using information from the application process or an appraisal, performed by the Self Sufficiency Center or another service agency, will be part of the determination of an **exempt** status for the individual and their family.
- Eligibility for exempt persons will not be dependent upon participation in a specific program when the services of the program are not available in the community.

**Support Services** - *Time frame: Day 1 or Day 2, following Orientation; and at anytime the need arises.*

- Access or use of support services may depend on action taken by the applicant or participant that may require additional days to complete and, therefore, for the support service to begin.
- Access to child care and transportation support, with costs covered through the Self Sufficiency Center, will be provided so that the applicant or participant can attend the

services and activities delivered by the Self Sufficiency Center, including referrals to Services.

- Child care, based on parental choice, will be managed on a vendor-pay system through Self Sufficiency Center staff and the child care provider system used by the County.
- Transportation assistance that is necessary for the individual to attend scheduled activities will be provided through Self Sufficiency Center staff.
- Referrals to other support services that can be provided at no cost to the participant, will be developed and managed by the Self Sufficiency Center.

**EMPLOYABLE Track** - *Time frame: scheduled following Orientation; may begin within 7 days.*

- Applicants may volunteer to immediately access the employment track services for employables when determining an employment plan with an Employment Counselor.
- Scheduling attendance may be determined by the current capacity and number of **SSA Employment Services or Community Providers Job Workshops** and/or the number of employment services staff.
- Child care, transportation and health issues may also be factors in the scheduling of the start of the employment track participation.
- If necessary, applicants may choose to wait until eligibility is determined and the provision of benefits has been confirmed. This will be determined during the employment plan process.

**Job Workshop** - *Time frame: minimum 3 weeks to a maximum of 12 weeks*

- Current (ongoing) recipients will be scheduled for CalWORKs **Orientation/enrollment** between January 1998 and January 1, 1999.
- Ongoing recipients and new applicants will be assessed and, as part of their welfare-to-work plan, will be assigned to a Job Workshop, work activity, or other services as appropriate.
- Applicants, participants and current recipients will be scheduled into the **SSA Employment Services or Community Providers** activities by an Employment Counselor as part of the employment plan.
- Participation and completion of the **SSA Employment Services** workshop and activities will be the first step in the **Employable Track** for most of individuals served.
- The Job Workshop will provide in classroom job search training following the Dean Curtis Steps and Compass models.

### **Community Providers**

- CalWORKs funded Community Providers will provide contracted services.
- The Self Sufficiency Center will link with existing Community Provider programs for any participant who self-selects into an appropriate training or job search program. Funding for the services provided to such participants must be part of the community program's existing delivery system.

- These Community Providers will include, but are not limited to: JTPA/PIC Programs; One-Stop Employment Systems; Refugee Assistance Programs for employment; Special projects such as the proposed Rockefeller Community Project; Employment directed programs provided by agencies such as the Housing Authority; Community College programs covered by ADA or other State or Federal funds;
- Participation in a Community Providers program will be tracked by the **SSA Employment Services** staff and public assistance benefits and aid managed by the **Benefit Center**.
- Such programs must be reviewed and approved by SSA as being equivalent to the job search activities provided through the Self Sufficiency Center. There will be no funding provided to such programs, by the Self Sufficiency Center, for the services provided to participants who self-selected to and are then enrolled by the Community Providers.
- Community Provider programs will provide assessment, training and employment services, job search activities and job placement services.
- Access and linkages to **Services and Support Services** will be provided, through the **SSA Employment Services** component, for those participants receiving public assistance who are enrolled with a Community Providers program.
- Participants who do not enter employment from a Community Providers program will return to the Self Sufficiency Center and enter the **Employable Track** with an immediate **Reassessment**.

### **(Re)Assessment and Case Management**

- During the **SSA Employment Services** and the **Community Providers** programs, a variety of assessment activities will occur in both group and individual activity settings, beginning on the first day of Job Workshop activities.
- This will include assessing educational levels, job and work skills, career interests, job search and interviewing capabilities, life and coping skills, problem solving abilities and specific limitations related to employment and/or job search abilities.
- Based on the reassessment process a participant may be determined to be **exempt** from continuing in the **Employment Track** process and be referred to the **Services** area for assistance. Public assistance benefits will continue and will be managed by the **Benefit Center**. Changes in the status of the recipient at a later date may cause a referral of the recipient to the **Employment Track**.
- Participants who complete **SSA Employment Services** without entering employment will be assigned to a case management process. This process and Reassessment will assist the participant to develop a detailed employment and self sufficiency plan utilizing results of the **SSA Employment Services** workshop activities and the various assessment tools.
- As appropriate and mutually determined by the participant and the case manager, the participant will enter one of the **Employment Services Options** for continued assistance in moving toward employment.

## **OPTIONS for Work Activities**

- This component is provided to participants who complete SSA Employment Services or who have completed a Community Providers program and have not entered employment.
- Referrals to one, or more, of the options will be based on assessment information, the self sufficiency employment plan, the participant's personal and family circumstances, and the mutual agreement between the participant and the Self Sufficiency Center **case management** process.
- Using the **Reassessment** and **case management** process, participants will enter one (or more in some cases) of the following options:
- Community Service, Welfare**
  - These positions will provide opportunities to develop effective work habits and specific work skills.
  - Participants will not displace current workers or employment positions.
  - Each position will be supervised by the employing organization and the participant will be evaluated for the work accomplished.
  - Skills development and productive work will be the foundation for all positions used.
  - Vocational and skills development directly related to employment in a field or career area for which there are current job opportunities in the Bay Area Labor Market.
- Education**
  - Basic education programs leading to High School completion or a GED.
- Substance Abuse Treatment**
  - Referrals to available treatment programs will be provided by the case management process and/or may be self-selected by the participant. Participation will allow the participant to maintain eligibility for benefits, to the extent that time limits allow, as long as required attendance is maintained.
- Mental Health Treatment**
  - Referrals to available treatment programs will be provided by the process and/or may be self-selected by the participant. Participation will allow the participant to maintain eligibility for benefits, to the extent that time limits allow, as long as required attendance is maintained.
- Job Development**
  - Will be provided by dedicated job developers through the Self Sufficiency Center. Participants will have been assessed as job ready with skills that are marketable in the Bay Area Labor Market. Job Developers will work on a one-to-one basis with

the participant to develop job opportunities and placement into On-the-Job Training (OJT) positions or immediate employment.

**Services**

- As needed, support services for child care and transportation will be provided through the case management process for all participants entering one of the options.
- Referrals to Children & Family Services, programs for the Homeless, SSI advocacy, citizenship programs, or other needed services will also be provided through the case management process.

**Post Employment Services**

- Intervention strategies to assist the participant to retain employment will be provided, as well as services to employers to assist the business community in retaining employees.
- Linkages with existing programs and organizations, such as the PIC/JTPA One Stop System, providing job retention services will be developed by the Self Sufficiency Center to assist in meeting the needs of participants and employers.
- Access to resources and skills training opportunities, and to lifelong learning services, will be provided by the Self Sufficiency Center and its linkages with **Community Providers**.
- Additional job development services will be available, on a limited basis, to former Self Sufficiency Center participants.
- Development and expansion of the capabilities of the **Community Providers and Partners**, as well as of the **Employment Services** component of the Self Sufficiency Center, will be an ongoing and continuing aspect of the delivery of services implemented by the local community and the Agency.

**BENEFIT CENTER**

There will be no client, customer, participant contact at this location, except through the Telephone Service Center and via postal service. All face-to-face contacts will occur at the Self Sufficiency Center. The Telephone Service Center will be at the same location.

**Centralized Banked Cases** - All records and case files will be housed and managed in one central location. This will allow for the establishment of a comprehensive records management system that will provide state-of-the-art efficiencies for handling the volume of files for the County's welfare system.

**Eligibility Maintenance** - The Benefit Center will maintain ongoing eligibility for all aid types and notifications on determinations will be mailed from the Benefit Center.

**Quality Review** - will be conducted at the Benefit Center. Requirements for additional information will be handled through telephone and/or mail contacts. Face-to-face actions will be managed through the Self Sufficiency Center by scheduled appointments.

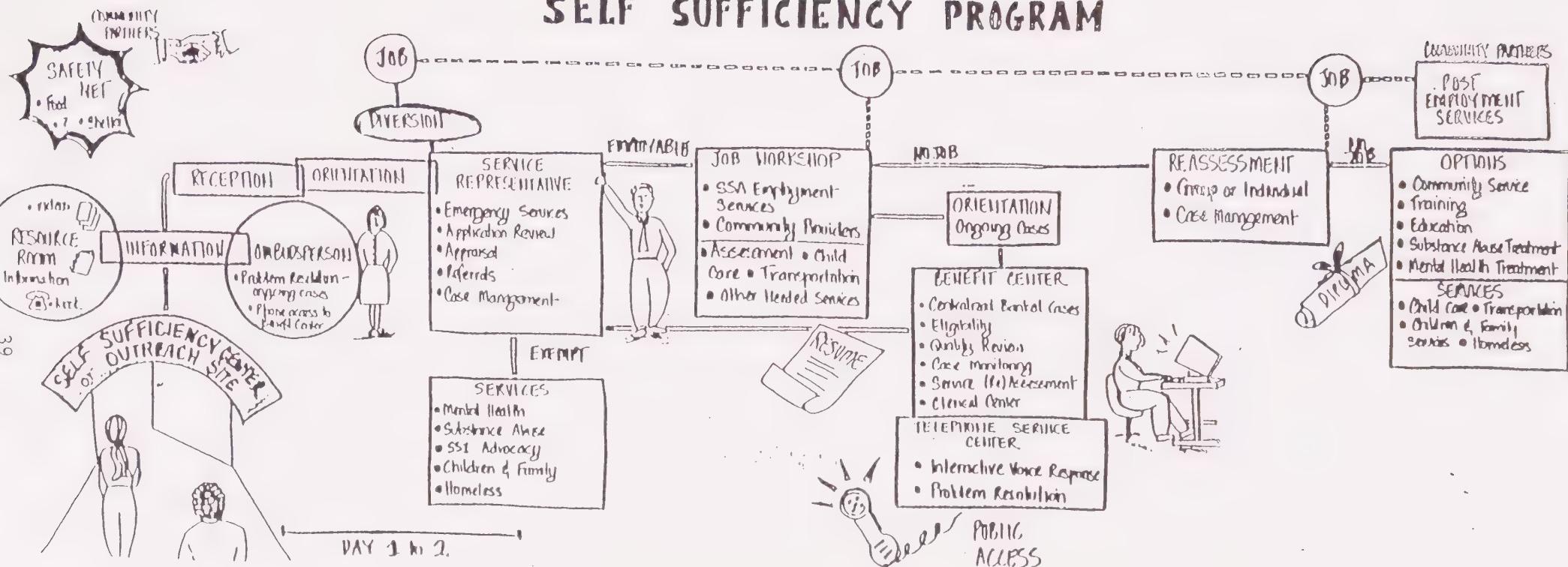
**Telephone Service Center** - Interactive Voice Response (IVR) and telephone customer service assistance for ongoing cases for all aid types.

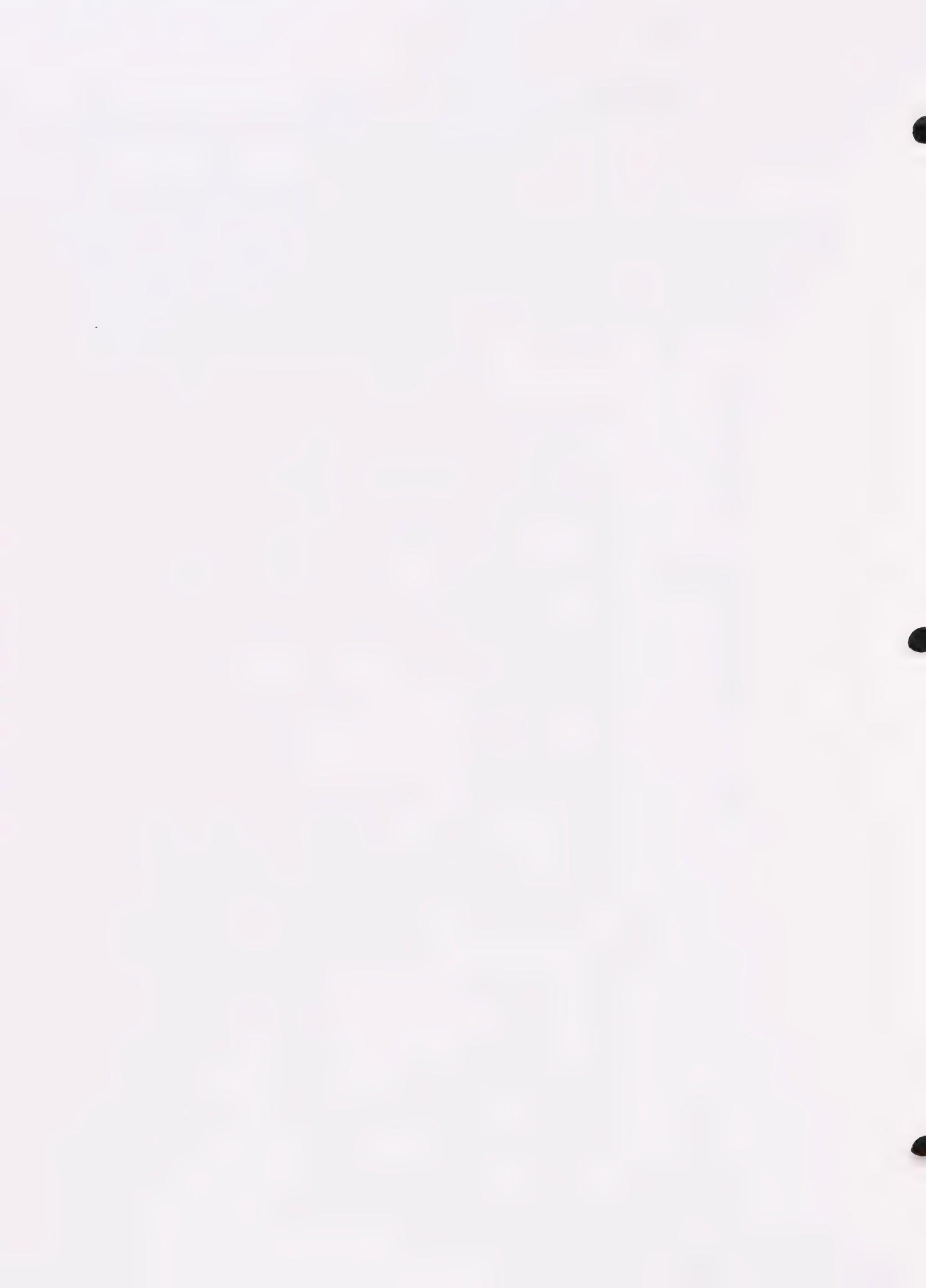
## **FISCAL ANALYSIS of the PROGRAM DESIGN**

The above plan includes strategies that comply with all CalWORKs and Food Stamp Employment and Training (FSET) requirements. The plan will permit the movement of all eligible CalWORKs and General Assistance/Food Stamp applicants through the employment system over the course of the first year. The integrated intake component, employment components, Benefit Center and Telephone Service Center will be financed with funds from CalWORKs Block Grant at a level comparable to the cost of current eligibility services.

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# SELF SUFFICIENCY PROGRAM





# **ALAMEDA COUNTY CalWORKs PLAN SUPPLEMENT**

**October 1997**

Prepared by:

**ALAMEDA COUNTY SOCIAL SERVICES AGENCY  
Rodger Lum, Ph.D., Director**



# **Alameda County CalWORKs County Plan SUPPLEMENT**

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This Supplement to the Alameda County CalWORKs Plan provides data used in developing the Plan as well as information about CalWORKs implementation in Alameda County.

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- B. Cases Currently Showing Income or Child Care Costs
- C. Clients By Ethnicity
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# I. CalWORKs Client Demographics

## A.

There are approximately 30,000 CalWORKs families in Alameda County with nearly 28,400 adults on aid. The average adult on aid is 38 years old and the majority of adults on aid are women. 86% of the families on aid have a child under the age of 12 and nearly 50% have a child under 5 years old.

CalWORKs Client Profile*	
Total Persons Aided	88,254
Average Years on Aid	4.9 years
Total Adults Aided	28,386
Adult Females	83%
Adult Males	17%
Average Adult's Age	38 years
Average Female Adult's Age	36 years
Average Male Adult's Age	40 years
Total Children Aided	59,868
Youngest child under 2 years	22%
Youngest child 2 - 4 years	27%
Youngest child 5 - 11 years	36%
Youngest child 12 - 14 years	9%
Youngest child 15 - 18 years	7%

## B.

Less than 20% of the families on aid are currently employed. Less than 5% are currently receiving Social Security benefits. Approximately 5% of current cases have child care costs deducted from their earned income.

Cases Currently Showing Income or Child Care Costs	
Earned Income	16%
Self-Employment	less than 1%
Social Security	3%
Child care Disregard	5%

**C.**

Slightly more than half of all the persons receiving aid are African-American. Nearly 80% of the families on aid speak English.

**CalWORKs Clients By Ethnicity\***

Black	52%
Hispanic	14%
White	14%
Asian	13%
Pacific Islander	1%
Filipino	1%
Native American	.5%
Other	4%

*"Hispanic" =*

*Hispanic, Cuban/Haitian, and Cuban.*

*"Asian" =*

*Hmong, Cambodian, Japanese, Korean, Laotian, Vietnamese, Asian Indian, and Chinese.*

*"Pacific Islander" =*

*Pacific /Other Asian, Guamanian, Hawaiian, and Samoan.*

*"Other" =*

*Ethiopian, Romanian, Iranian, Other Eastern European, Portuguese, Iraqi, Armenian, Russian, Polish, and Afghan.*

**D.**
**CalWORKs Cases By Primary Language\***

English	79%
Spanish	6%
Vietnamese	5%
Other Asian	3%
Chinese	2%
Filipino	.1%
Other	4%

*"Other Asian" =*

*Mien, Cambodian, Korean, Laotian, Hmong, Thai, and Japanese.*

*"Chinese" =*

*Mandarin, Cantonese, and Other Chinese.*

*"Filipino" =*

*Tagalog and Ilocano.*

*"Other" =*

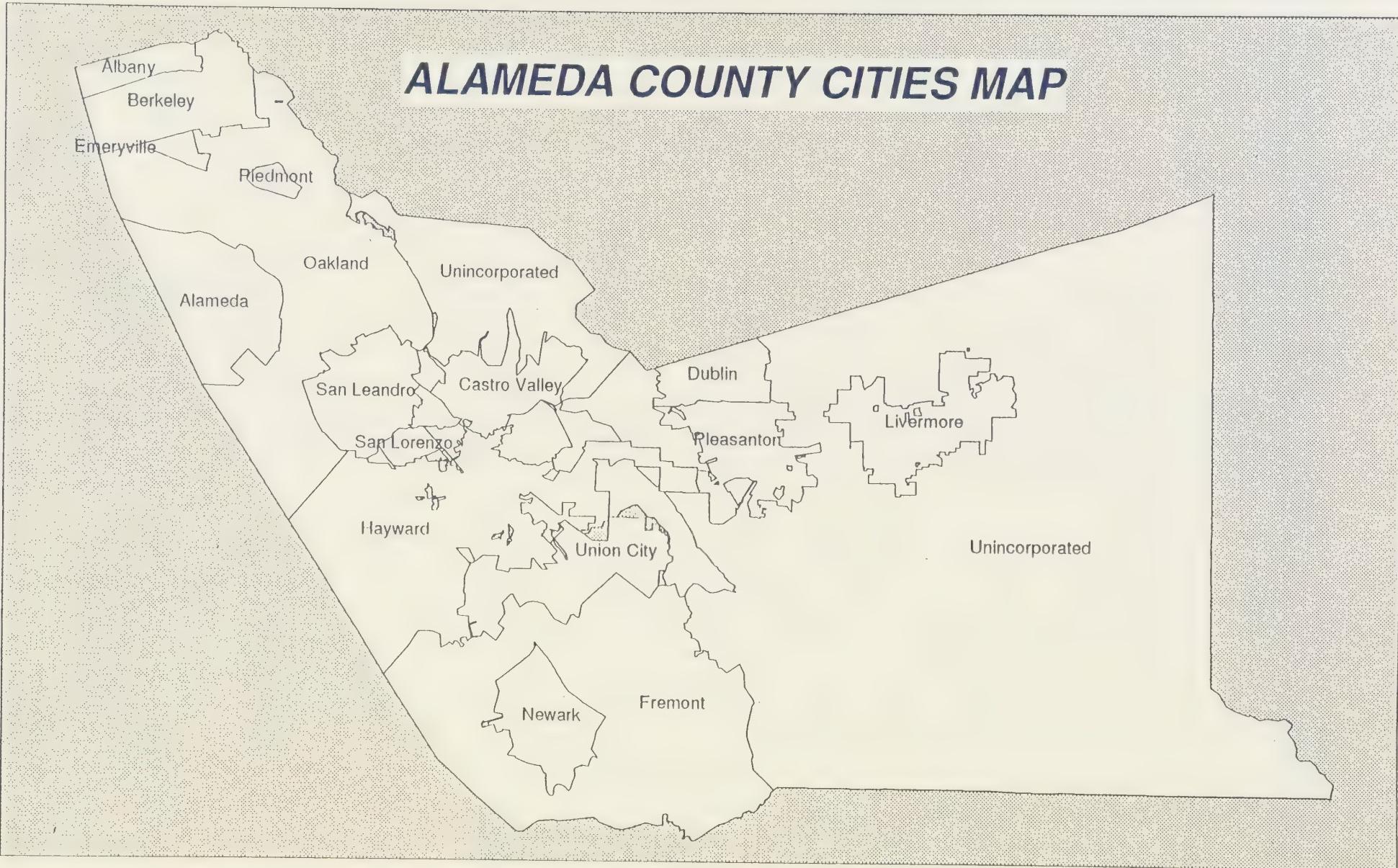
*Arabic, American Sign Language, Other Sign, Samoan, Other Non-English, Portuguese, Italian, Russian, Farsi, Polish, Turkish, Hebrew, French, Romanian, and Armenian.*

**E.**

60% of the families receiving aid in Alameda County live in Oakland. 68% live in the north portion of the County and 32% live in the south portion of the County.

CalWORKs Clients By City of Residence*	
Alameda	3%
Albany	.3%
Berkeley	4%
Castro Valley	1%
Dublin	.4%
Emeryville	.4%
Fremont	5%
Hayward	12%
Livermore	2%
Newark	2%
Oakland	60%
Piedmont	.7%
Pleasanton	.4%
San Leandro	5%
San Lorenzo	1%
Union City	3%
Other	.5%

## ALAMEDA COUNTY CITIES MAP



Employment and education history is collected when an AFDC client enters the employment/GAIN program. In FY 96/97 the GAIN program enrolled 1) persons who asked to join the program (both mandatory and exempt) and 2) mandatory persons who had not asked to join. Based on 7/97 data, about 13% of the mandatory population and 7% of the exempt population was enrolled in GAIN. Thus, the employment and education history of the GAIN registrants may not be reflective of the entire AFDC population.

## F.

### **FY 96/97 GAIN Registrants - Education Level**

No High School Diploma/GED	45.4%
High School Diploma/GED	51.1%
Some College	3.5%

## G.

### **FY 96/97 GAIN Registrants - Recent Employment History**

Worked in the past month	0.8%
Worked in the past 1 - 24 months	40.1%
Has not worked in the past 24 months	59.1%

## H.

### **FY 96/97 GAIN Job Placements - GAIN Component**

Component at Time of Placement	Percent
Orientation/Appraisal	14.8%
Job Club/Job Search	66.2%
Assessment	2.6%
Basic Education	3.4%
Vocational Training	6.3%
PREP-Work Experience	6.7%

**I.**

<b>FY 96/97 GAIN Job Placements - Type of Work</b>		
Type of Employment, Based on DOT Code	Percent	Average Hourly Wage
Professional/Managerial/ Technical	16.4%	\$7.30
Clerical and Sales	45.7%	\$6.79
Service	28.9%	\$5.91
Agriculture	0.5%	\$6.31
Processing	0.7%	\$6.83
Machine Trades	0.8%	\$6.00
Benchwork	1.1%	\$6.66
Structural Work	1.0%	\$8.12
Miscellaneous	4.9%	\$7.27
	100% = 1,520	\$6.65 average

**J.**

<b>FY 96/97 GAIN Supportive Services Usage Rates</b>		
Child Care	Transportation	Ancillary
28.3%	69.1%	12.9%

NOTE: Usage rates are determined from participants active in a component, excluding Appraisal and Assessment. The base from which the percentage for child care usage is derived includes participants who do not have children eligible for child care.

## **K. Transportation Survey**

As part of the 90 Day Project, a transportation survey was conducted to identify the existing and perceived transportation barriers for people coming off of welfare. The survey described on the following page was used to identify these issues. The final results of the survey will be available in late October and will be included in the final report.

## **L. Client Survey**

As part of the 90 day plan, employers in the community committed to the hiring of one thousand welfare recipients. In order to match recipients with these jobs, a database will be created to match the results of the client survey regarding employment and educational background with the job specifications. The survey will be sent out in the beginning of November 1997 to all active AFDC families. Families currently participating in the GAIN program, families without an adult on aid, and families whose primary language is not English will be excluded from the survey. The results will be tabulated by the first of December 1997.

# MEMORANDUM

Alameda  
County  
Transportation  
Authority

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94612-4305  
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**TO:** 90 Day Welfare Reform Project for Alameda County Leadership Committee

**FROM:** Transportation Team, Survey Group

**SUBJECT:** Draft Survey Instrument and Schedule

The Transportation Project Team is recommending that a survey be conducted to identify the existing and perceived transportation barriers for people coming off of welfare. The results of the survey will help identify the more effective strategies for eliminating transportation barriers for people who are entering the work force, as well as for people that are already working, but still have difficulties keeping jobs, due to transportation. The results can be used to prioritize future programs, as well to develop new strategies for assisting in the welfare to work transition.

### OBJECTIVES

- 1) Interview the following three groups of people, to determine the major transportation barriers that they perceive or experience.
  - People pursuing employment.
  - People who are recently employed.
  - People who had a job, but are no longer employed due to transportation problems.
- 2) Identify the most common transportation barriers.
- 3) Identify the most effective strategies for addressing the barriers.
- 4) Conduct focus group discussions with a subset of the interviewees, to determine whether the identified strategies would address their transportation problems. (Tentative objective.)

### DRAFT SURVEY INSTRUMENT

Attached to this memorandum is a draft survey instrument developed by the Transportation Project Team, for your review. It is currently being reviewed for format by BART and a private survey team, Townsend Raimundo Besler & Usher, and J. Moore Methods, who have agreed to coordinate the survey calls, and to evaluate the results of the survey, with reimbursement from Social Services for the cost of conducting the calls.

### SCHEDULE

Finalize survey instrument	August 15, 1997
Conduct survey	Weekend of August 15, 1997
Evaluate surveys	Complete by September 15, 1997
Identify barriers/Develop strategies	Week of September 15, 1997
Conduct focus groups (tentative)	Week of September 22, 1997

*A C T A means Action*

## II. CalWORKs Implementation Plan

### A. Phase In Plan

	New Applicants Approved Per Month	Recipients Enrolled Per Month	Exempt Cases and Non-Needy Caretakers	Scheduled for Workshops per month	Attending Workshops per month	Scheduled for Post Workshop Assessment per month	Work Activities cumulative
1/98	628	2,224	770	2,082	1,339	0	222
2/98	531	2,186	733	1,984	1,269	952	952
3/98	536	2,567	838	2,265	1,442	1,082	1,932
4/98	531	2,315	768	2,077	1,326	995	3,267
5/98	461	2,223	725	1,959	1,247	935	3,992
6/98	544	2,333	777	2,100	1,342	1,006	4,749
7/98	574	2,548	843	2,279	1,454	1,091	5,548
8/98	552	2,590	848	2,294	1,461	1,096	6,311
9/98	545	2,373	788	2,130	1,360	1,020	6,965
10/98	545	2,373	788	2,130	1,360	1,020	7,586
11/98	545	2,373	788	2,130	1,360	1,020	8,175
12/98	545	2,373	788	2,130	1,360	1,020	8,736

The proposed implementation plan for CalWORKs enrollment into job workshops and work activities is based on the following assumptions:

- 1997 application rates and caseload size will remain steady throughout 1998.
- 20% of the adults on aid will be exempted from employment activities.
- 7% of the cases have non-needy payees.
- 25% of those scheduled for the workshop will either find work during the workshop or will not complete the workshop. Those who fail to cooperate will be subject to sanctions.
- 10% of the recipients scheduled for the workshop will already be employed part time and will go directly into work activities.
- 25% of those who complete the workshop will either find work or will fail to attend the post workshop assessment.
- 5% of the people involved in work activities each month will become full time employed and will be discontinued from cash assistance.

CalWORKs requires that all new applicants be enrolled by January 1, 1999. CalWORKs enrollment will include assessment, the signing of a welfare-to-work plan, and assignment to a Job Workshop, work activity or other services as appropriate. Ongoing caseload Workshop enrollment will be phased in through 1998 using volunteers (including those in Self-Initiated Programs), Cal-Learn graduates, two parent families and then randomly as monthly renewals are processed. The Alameda County phase in plan will meet CalWORKs requirements.

## **B. CalWORKs Community Awareness Campaign**

CalWORKs will have significant impacts upon the lives of current AFDC recipients and applicants. The primary goal of the CalWORKs Community Awareness Campaign is to ensure that current recipients understand the differences between AFDC/GAIN and CalWORKs in addition to their rights and responsibilities under the new program. A secondary goal is to provide CalWORKs information to community organizations and further engage them in the welfare reform support system.

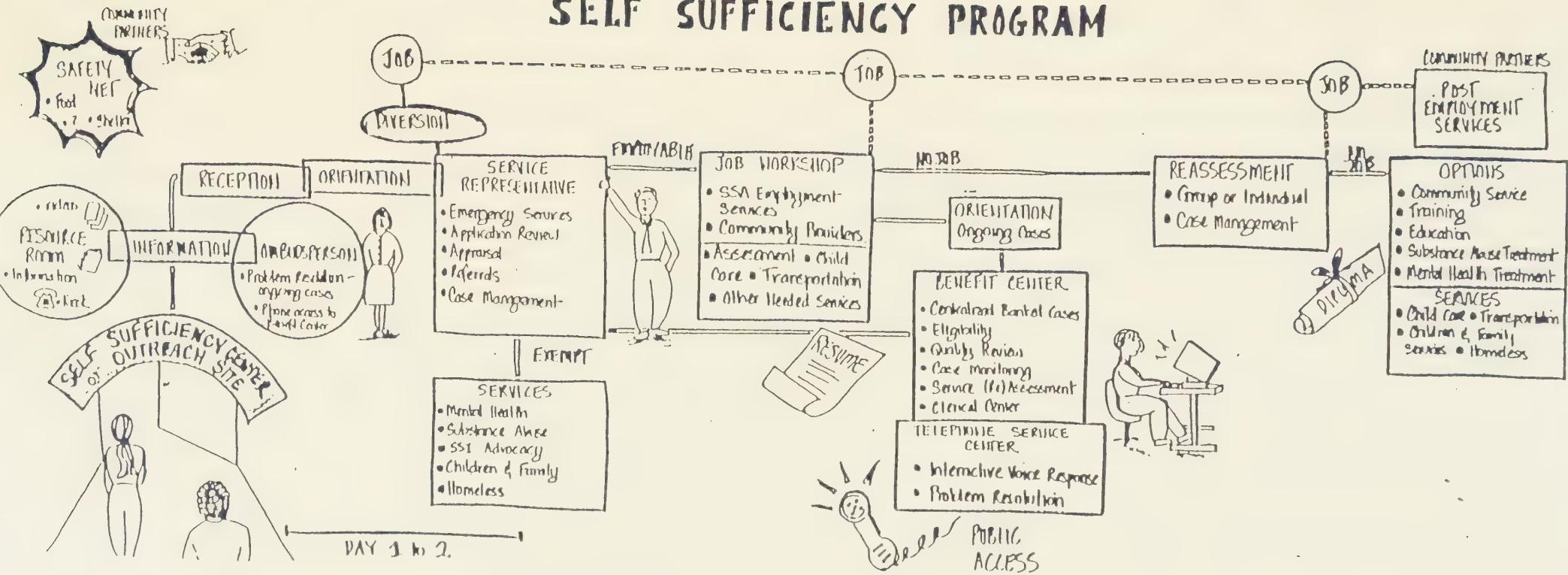
The process and format are to be determined by an initial planning team composed of Board of Supervisor representatives, SSA staff and several representatives from community/neighborhood organizations. Informational meetings will be provided in a culturally sensitive manner to the current CalWORKs recipient population by community/neighborhood organizations and SSA teams beginning in January 1998.

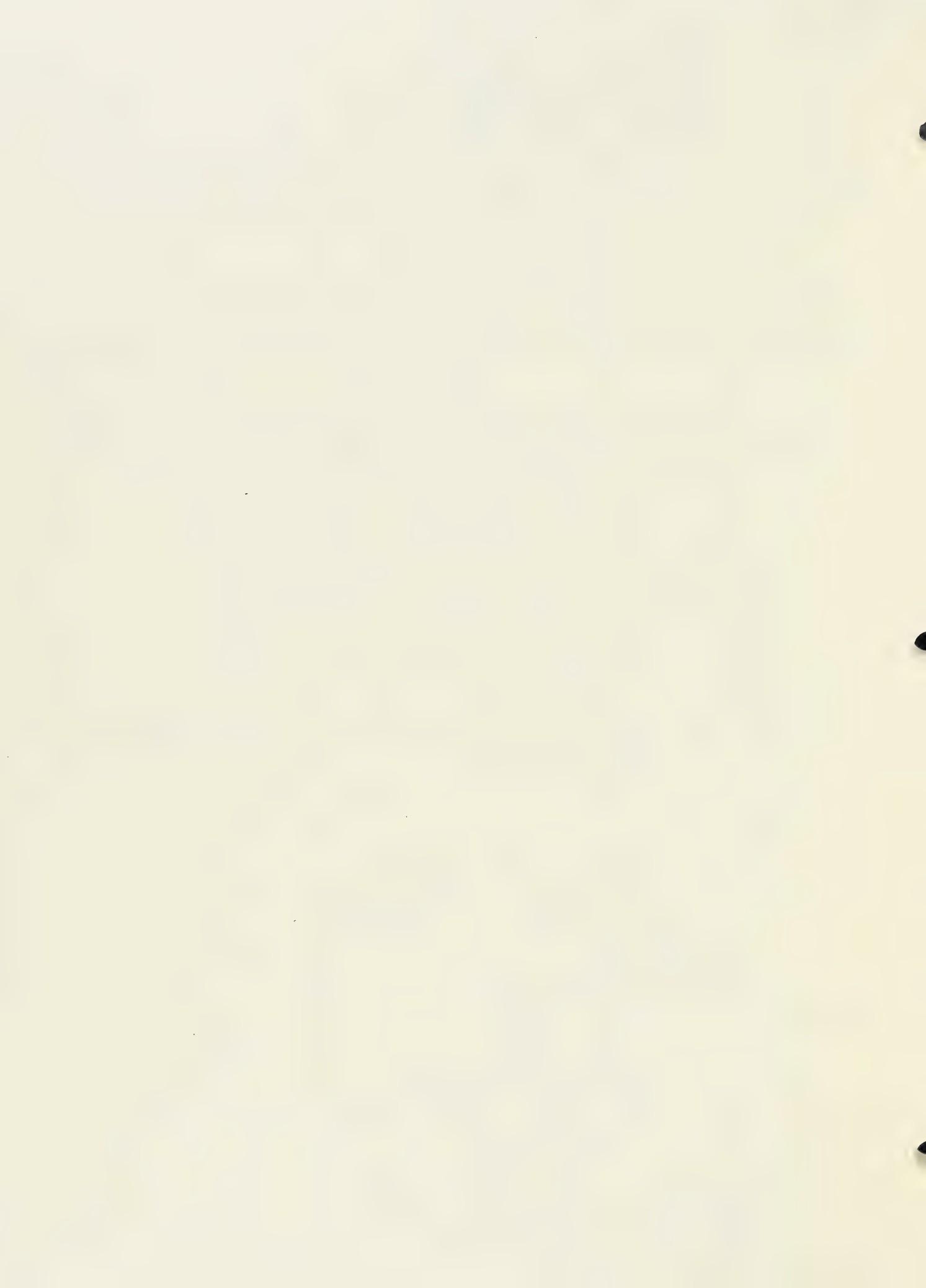
The Social Services Agency will provide coordination, training and technical support to the initial planning team and the community/neighborhood organizations providing the awareness meetings. This support is to include, but not limited to, the following:

- Development of program fact sheets and question and answer sheets
- Initial Notice/Mailing to the clients of program changes
- Development of a video explaining the program changes
- Development of a program to train community/neighborhood organizations
- Presentation of training program to community/neighborhood organizations
- Invitation/Mailing for recipients regarding meeting dates/times and locations
- Participate on client training teams
- Monitoring attendance of clients participating in the orientation meetings
- Program evaluation

This Campaign will be an organized effort to provide CalWORKs information to the community. Informational mailers will be sent out in November to all AFDC recipients.

# SELF SUFFICIENCY PROGRAM





## Summary of Welfare Reform Policy Recommendations

- Welfare Reform Design Team - May 12, 1997 report
- 90-Day Welfare Reform Project - "Communities that Work" - October 7, 1997 report
- Alameda County GAIN Advisory Council - September 18, 1997 report.

This chart presents recommendations from the above referenced committees with regards to Welfare Reform. The recommendations presented are the consensus of the community-based Policy Committee membership. Many of the issues addressed by the recommendation were resolved in CalWORKs legislation or in the Self Sufficiency Program design.

V:\CALWORKS\POLSTPRA.WPD

Welfare Reform Design Team	
ISSUE	RECOMMENDATIONS/POLICY POSITION
<b>Administration</b>	<ul style="list-style-type: none"><li><input type="checkbox"/> Regional administration, as a local decision, should be permitted by the State's Program Design.</li><li><input type="checkbox"/> Strongly support the use of Community Based Organizations (CBOs), Faith Based Organizations (FBOs) and other agencies as contracted service providers.</li><li><input type="checkbox"/> Strongly support that Alameda County will continue the existing policy regarding the contracting-out of services and service delivery activities.</li></ul>
<b>Program Design</b>	<ul style="list-style-type: none"><li><input type="checkbox"/> Recommend that there be a legal guarantee for access to, and to receive benefits (cash/non-cash) and services provided by the program.</li><li><input type="checkbox"/> Strongly recommend that State provide this guarantee thru legislation and the provision of adequate funding.</li><li><input type="checkbox"/> Support abilities of counties to integrate and to coordinate local programs and services.</li></ul>
<b>General Assistance</b>	<ul style="list-style-type: none"><li><input type="checkbox"/> The State should provide counties with greater flexibility to determine how best to deal with able-bodied adults who do not qualify for other assistance programs.</li><li><input type="checkbox"/> State should provide a legal guarantee to an assistance program (GA) that provides for the basic needs for all eligible person.</li><li><input type="checkbox"/> Recommend that the State does not repeal W&amp;I Section 17000 which requires counties to operate a cash aid General Assistance (GA) Program.</li><li><input type="checkbox"/> GA should become a state program with statewide eligibility, grants and structure.</li><li><input type="checkbox"/> State should provide funds for counties to offer the minimal workfare necessary for recipients to avoid Food Stamp cut-offs.</li><li><input type="checkbox"/> All unemployable GA and TANF clients should be treated in a separate statewide disability program.</li></ul>

ISSUE	RECOMMENDATIONS/POLICY POSITION
<b>Basic Eligibility Standards (BES) BES - Income</b>	<input type="checkbox"/> Strongly support common eligibility process and a simple income test. <input type="checkbox"/> State plan should be specific in the amount of cash grants and the amount <b>must be adequate to meet the basic needs of self-sufficiency for all eligible persons.</b>
<b>BES - Assets</b>	<input type="checkbox"/> Support maximum use of Individual Development Accounts (IDAs) for accumulation of assets. <input type="checkbox"/> Amounts that may be accumulated in an IDA need to be increased and must be at adequate levels for the local economic conditions.
<b>BES - Deprivation</b>	<input type="checkbox"/> Support elimination of the deprivation requirement as a factor in determining a family's eligibility.
<b>BES - Kinship Care</b>	<input type="checkbox"/> Strongly support family preservation and kinship care as a priority in designing and developing State and local programs.
<b>BES - Children Born While on Aid</b>	<p><b>POLICY - TO OVERTURN THE STATE LAW WHICH ESTABLISHES A FAMILY CAP.</b> The family cap is now allowed under TANF and is scheduled to be implemented in August, 1997 by California State law.</p> <input type="checkbox"/> Family Cap: Work for a waiver from the State on the application of the family cap.
<b>BES - Time-Limits</b>	<input type="checkbox"/> Request State to set maximum time-limits allowed. <input type="checkbox"/> Exempt from timelimits the maximum 20% of caseload for hardship or domestic violence. <input type="checkbox"/> Request the exemptions from participation in work requirements be based on the lack of available child care and/or lack of job opportunities. <input type="checkbox"/> Strongly recommend the use of a 100 hours per month rule, rather than any weekly hours accounting - this creates flexibility for both the recipient and for county/local program design. <input type="checkbox"/> Include job related training/education within the 100 hrs. <input type="checkbox"/> Request that State not require Community Service after first two months of the receipt of TANF aid. <input type="checkbox"/> Allow State/Counties to use non-TANF dollars, particularly State Maintenance-of-Effort (MOE) dollars for cash aid to recipients assessed as not ready for employment, and for aid to children when the parent(s) or family is terminated from aid for exceeding time-limits. <input type="checkbox"/> Allow local strategies and policies to manage-the-clock for entering work activities within the federal requirement. <input type="checkbox"/> Recommend that participation in a work activity, or being engaged in work, not be a factor in determining eligibility for aid, nor for initially receiving aid.

ISSUE	RECOMMENDATIONS/POLICY POSITION
BES - Regional Grant Levels	<input type="checkbox"/> Request that State set Grant levels in an amount that is adequate to meet minimum basic needs of recipient families and individuals. <input type="checkbox"/> Recommend that a grant level, cash aid or equivalent benefits, in an amount that is adequate to meet minimum basic needs, should be the same for all California
BES - Disregards	<input type="checkbox"/> Request State action to simplify eligibility criteria and to increase/maximize income disregards applicable to the determination of eligibility.
BES - Grant Levels, Budgeting and Payments	<input type="checkbox"/> Issue of Family Cap on grant levels is NOT supported - this is punitive and unfair to children. <input type="checkbox"/> Grant levels should be at a level that adequately meets basic needs for all eligible individuals/families. (Utilizing the Minimum Basic Standard of Need this would be a Grant level of \$735 per month for a family of three in Alameda County as of 1 January, 1997) <input type="checkbox"/> Recommend the use of prospective budgeting as the better choice over retrospective budgeting. <input type="checkbox"/> Support the elimination of grant level differences for exempt/non-exempt.
Eligibility - Other	<input type="checkbox"/> Recommend that the State does not deny eligibility for TANF benefits to a person with a prior felony drug offense conviction. <input type="checkbox"/> Recommend that the State require persons with a prior felony drug offense conviction to participate in, or to successfully complete, a treatment program, <u>if an appropriate program is available</u> , as a condition of continuing eligibility. Where no program is available, a prior felony drug offense conviction is waived as a continuing eligibility factor, until such time as an appropriate program is available. <input type="checkbox"/> Recommend that the State provide TANF/State aid to adults who have not completed High School or who do not have a GED, and that the State provide adequate funding for GED and other adult education programs to meet the basic educational skills needs of all TANF eligible adults.
Sanctions	<input type="checkbox"/> Federal law does not require sanctions, State law should not either. <input type="checkbox"/> Sanctions for non-compliance and non-cooperation with welfare-to-work activities, or for failure to accept an appropriate subsidized or unsubsidized job, should be immediate, sure, predictable and should provide an opportunity for corrective action. <input type="checkbox"/> Strongly encourage/support positive incentives, rather than sanctions, to promote a recipient's cooperation.
Welfare-to-Work	<input type="checkbox"/> Recommend the 100 hour per month rule be applied and specified. 40 hours per week is too restrictive and limiting. <input type="checkbox"/> Recommend that the availability of child care during the welfare-to-work period be specified in the State's program design.

ISSUE	RECOMMENDATIONS/POLICY POSITION
<b>Diversion</b>	<input type="checkbox"/> Recommend that the State include Diversion activities, services and payments as an integral strategy to assist eligible families and individuals to move to, or to maintain, self-sufficiency and to effectively avoid using their TANF time-on-aid. <input type="checkbox"/> Recommend that the policies and designs for utilizing Diversion activities be developed by Alameda County through the existing community-based planning process of the Welfare Reform Design Team.
<b>Community Service Jobs (CSJs)</b>	<input type="checkbox"/> State policy/legislation should set broad parameters on the definitions of CSJs and allow flexibility for counties to set policies on implementation. <input type="checkbox"/> Request State and Federal funding support for the development of Community Services programs to meet the capacity/volume necessary to serve all TANF recipients who will need access to Community Service jobs to maintain their eligibility for TANF cash aid. <input type="checkbox"/> Request that State not require Community Service Jobs (CSJs) after a participant's first two months of receipt of TANF aid. <input type="checkbox"/> Recommend that the policies and designs for utilizing CSJs be developed by Alameda County through the existing community-based planning process of the Welfare Reform Design Team.
<b>Public Service Jobs (PSJs)</b>	<input type="checkbox"/> Recommend that the policies and designs for utilizing PSJs be developed by Alameda County through the existing community-based planning process of the Welfare Reform Design Team.
<b>Cal-Learn</b>	<input type="checkbox"/> Recommend the continuation of the Cal-Learn Program, including adequate funding from the State level, and that the State provide for flexibility for counties to modify or change their Cal-Learn Program design in response to local conditions.

ISSUE	RECOMMENDATIONS/POLICY POSITION
<b>Work Participation Requirements</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Request State/Federal authorities to maximize a phase-in period for all work participation requirements and for meeting the TANF Work Participation Rates (WPRs). This supports the CWDS's position to advocate for a one-year delay in the implementation of the work participation requirements and the WPRs.</li> <li><input type="checkbox"/> Request State/Federal authorities to make the two-parent family Work Participation Rates (WPRs) the same as the single-parent WPRs.</li> <li><input type="checkbox"/> Request the State utilize the Federal work participation requirements which start at 20 hours per week, and then increase to 30 hours per week. Allow the participation hours to be averaged across a period of at least 4 weeks and/or over a period of 6 months.</li> <li><input type="checkbox"/> Recommend that work participation requirement may be a condition for continuing to receive aid, after appropriate orientation and basic services regarding work requirements have been provided.</li> <li><input type="checkbox"/> Support methods that will measure Work Participation Rates (WPRs) on the aggregate and that utilize averaging formulas. This will allow local programs to exempt individuals from the rate calculations and time-limits but still allow the County/State to meet WPRs for TANF program/block grant funds.</li> </ul>
<b>Allowable Work Activities</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Request the State provide legislative and/or regulatory definitions that expand what is allowable as work activities and what qualifies as work participation requirements, and that includes the greatest flexibility for local program designs.</li> </ul>

ISSUE	RECOMMENDATIONS/POLICY POSITION
<b>Works Exemptions</b>  <b>Exemptions from Time-Limits</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Recommend that the following are exempt from work participation requirements: <ul style="list-style-type: none"> <li>&gt; Woman in 3rd trimester of pregnancy</li> <li>&gt; Medically verifiable disability and unable to work</li> <li>&gt; Primary caregiver for someone who is disabled, when caregiving precludes other work</li> <li>&gt; A parent (not limited to a single parent family) with child(ren) under age 1 (primarily due to a lack of affordable infant care)</li> <li>&gt; Victims of domestic violence when participation may be detrimental.</li> </ul> </li> <li><input type="checkbox"/> Recommend that if child care is NOT available for child(ren) of parent(s) up to the child's age of 13 years old this should allow the parent an exemption from the work requirement until child care is available.</li> <li><input type="checkbox"/> Recommend that the State provide for a County option to defer a specific percentage of the caseload, based on county demographics and local economic conditions.</li> <li><input type="checkbox"/> Request State to define geographic areas of "limited job opportunities" and seek/allow waivers for those areas to receive exemptions from work requirements and work participation rates.</li> <li><input type="checkbox"/> Recommend that State/Federal authorities take legislative or regulatory action such that a participant who is exempted from work participation requirements is exempted from the related or applicable time-limits.</li> </ul>
<b>Work Incentives</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Strongly support/encourage the use of incentives, at the Federal, State and local levels to encourage participants to engage in work as quickly as possible.</li> <li><input type="checkbox"/> Strongly support the State and Federal implementation and use of Earned Income Tax Credit (EITC), and the provision of child care and health insurance for ALL working-poor families, as positive incentives towards work and increased work participation.</li> <li><input type="checkbox"/> Use of income disregards to encourage work is supported.</li> <li><input type="checkbox"/> Recommend that the State set a statewide definition on working poor that is at least at 200% of the poverty level.</li> </ul>
<b>Work-Related</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Recommend that incentives and positive support activities be the primary motivation methodology utilized by both the State and local County program implementation.</li> <li><input type="checkbox"/> As needed, however, recommend support of the CSAC/CWDA language that: <ul style="list-style-type: none"> <li>&gt; Sanctions for non-compliance and non-cooperation should be immediate, sure, predictable and should provide an opportunity for corrective action.</li> </ul> </li> </ul>

ISSUE	RECOMMENDATIONS/POLICY POSITION
<b>Employment Retention Services</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Recommend that State provide specific funding for employment retention services.</li> <li><input type="checkbox"/> Recommend that the State program design include counseling, crisis intervention, transportation, additional job training and child care assistance as the minimum components of employment retention services.</li> <li><input type="checkbox"/> Recommend that the policies and design for employment retention services be developed by Alameda County through the existing community-based planning process of the Welfare Reform Design Team.</li> </ul>
<b>Transitional Benefits</b>  <b>Support for the Working Poor</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Support CWDS/CSAC proposal to:           <ul style="list-style-type: none"> <li>&gt; provide child care and Medi-Cal for all working families up to a percentage level of poverty (at least 200% of poverty level) without a requirement for deprivation of the resources of a parent; and</li> <li>&gt; create a new service for recipients leaving welfare for work such that they receive one year of case management services and support which is connected to available employment retention services.</li> </ul> </li> <li><input type="checkbox"/> Recommend that the State approve, and provide adequate funding for:           <ul style="list-style-type: none"> <li>&gt; up to 2-years of <b>transitional child care support</b> after entering employment while on cash aid;</li> <li>&gt; up to 2 years of <b>transitional MediCal</b> after participants enter employment while on cash aid and</li> <li>&gt; establish a system which will make it easier for eligible families to apply for and retain these benefits.</li> </ul> </li> </ul>
<b>Child Care and Other Supportive Services</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Overall, supportive of the CWDA/CSAC language and policies:           <ul style="list-style-type: none"> <li>&gt; Calls for broad state policy parameters and local flexibility and control to operate programs. TANF families seeking work and working families up to a poverty threshold qualify.</li> <li>&gt; Sliding fee scale, based on income, paid directly to the provider.</li> <li>&gt; If funding limited, priority given to children in Child Protective Services.</li> </ul> </li> <li><input type="checkbox"/> State-funded child care: Governance thru a joint agreement between Calif Department Education (CDE) and County Board of Supervisors (BOS) at the local level, and local planning (advisory) commission, configured to minimize conflict-of-interest.</li> <li><input type="checkbox"/> Simple application for all programs.</li> <li><input type="checkbox"/> Retain parental choice.</li> <li><input type="checkbox"/> Health insurance should be available for all working-poor and welfare-to-work recipients.</li> <li><input type="checkbox"/> Counties must have flexibility to provide mental health or substance abuse treatment as part of employability plans.</li> </ul>

ISSUE	RECOMMENDATIONS/POLICY POSITION
<b>Safety Net for Families Searching Time-Limits</b>	<input type="checkbox"/> Recommend that the State provide a safety net program that provides for the basic needs of the family, through the provision of a living/just wage, or its equivalent, through the use of Public Service or Community Service Jobs.
<b>Teen Parents</b>	<input type="checkbox"/> Continuation of Cal-Learn design for Teen Parents is strongly supported, including participation up to an individual's 19th birthday. <input type="checkbox"/> Support local flexibility to define "supervised adult settings" as broadly as possible - particularly to include non-relative adults in appropriately approved circumstances. <input type="checkbox"/> Support the CWDA proposal for a comprehensive case management approach which would allow for the required flexibility and case-by-case decision making. <input type="checkbox"/> Strong efforts must remain to prevent teen pregnancy, particularly among dependent teens.
<b>Child Support and Enforcement</b>	<input type="checkbox"/> Strongly support the concepts of <u>cooperation</u> with the Child Support Agency. This process must be a supportive, positive and cooperative one between the County, custodial parent and the Child Support Agency. <input type="checkbox"/> Strong support for the <u>cooperation</u> of the recipient to identify the absent parent and to help in the process of securing child support payments. <input type="checkbox"/> Strongly encourage/support positive incentives, rather than sanctions, for a recipient's cooperation with the Child Support Agency. <input type="checkbox"/> Recommend that the State implement an increase in the pass through of child support funds to \$100 which is added to the basic Grant level of the custodial family.
<b>Economic Policies</b>	<input type="checkbox"/> Support the policies and language of the CWDA/CSAC proposal: > State Earned Income Tax Credit (EITC) > State policy that examines ways to expand job creation programs > Local partnerships among GAIN, JTPA, EDD, Community Colleges > additional funding and capacity for expansion of business development programs. <input type="checkbox"/> Language must include Community Based Organizations (CBOs), Faith Based Organizations (FBOs) and other local agencies within the local partnerships that will impact the economic policies in local areas.

ISSUE	RECOMMENDATIONS/POLICY POSITION
<b>Legal Immigrants</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Recommend that Food Stamps be included in the language for aid to legal immigrants.</li> <li><input type="checkbox"/> Support the CSAC/CWDA policies to provide aid to legal immigrants: <ul style="list-style-type: none"> <li>&gt; Aid legal immigrants on TANF and Medi-Cal as per federal law</li> <li>&gt; Retain eligibility of legal immigrants for In-Home Supportive Services (IHSS) and provide a state-funded safety net for indigent aged, blind and disabled legal immigrants who lose SSI benefits.</li> <li>&gt; State and federal governments should establish a program to identify, refer and provide supportive services to legal immigrants subject to SSI and Food Stamp benefit termination and assist them in obtaining citizenship.</li> </ul> </li> <li><input type="checkbox"/> Support the State Plan for welfare reform that includes the provision of TANF and MediCal to legal immigrants.</li> <li><input type="checkbox"/> Request State to reject the deeming option.</li> <li><input type="checkbox"/> Seek/support legislation to exempt mentally incompetent non-citizen immigrant applicants for citizenship from taking the oath.</li> <li><input type="checkbox"/> Seek/support legislation for the continuation of Food Stamps if an immigrant has proof of application for citizenship and/or if the application has been processed by INS within six months of the date of application.</li> </ul>
<b>Health Care for Illegal Immigrants</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Strongly support the provision of health care services to all legal immigrants.</li> <li><input type="checkbox"/> Support legislation to restore prenatal care for undocumented immigrants, terminated July 1, 1996.</li> <li><input type="checkbox"/> Support legislation to continue long term care coverage for undocumented immigrants.</li> </ul> <p><b>Medical and Immigrants:</b> Recommend that the State</p> <ul style="list-style-type: none"> <li>&gt; continue coverage to qualified immigrants who formerly received AFDC-MediCal, SSI-MediCal or Medi-Cal only benefits.</li> <li>&gt; approve new MediCal applications for qualified immigrants who arrived before 8/22/96; and does not restrict MediCal services for qualified immigrants currently residing in U.S.</li> <li>&gt; not extend beyond 5 years the ban on MediCal coverage for new qualified legal immigrants.</li> <li>&gt; reject the deeming option for determining MediCal eligibility for qualified legal immigrants.</li> </ul>

ISSUE	RECOMMENDATIONS/POLICY POSITION
<b>Medi-Cal and TANF</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Exercise the option to use a single application for TANF and MediCal. Use a unified application and make TANF recipients automatically eligible for MediCal.</li> <li><input type="checkbox"/> Provide continuous coverage to low-income families who lose TANF benefits, but are still eligible for Medi-Cal.</li> <li><input type="checkbox"/> Continued MediCal coverage for families who lose TANF benefits, or fail to meet work requirements. Reject the option which would require these families to use separate applications or to re-apply for TANF and MediCal.</li> <li><input type="checkbox"/> Continue transitional MediCal coverage, for up to two years, to low-income families, as defined by MediCal eligibility, who lose their TANF benefits as a result of increased income through work.</li> <li><input type="checkbox"/> Establish a system that will make it easy/easier for eligible families to apply for and retain MediCal/transitional MediCal coverage.</li> </ul>
<b>Priority Setting for Service Delivery</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Utilize the County's value based budgeting system when setting priorities for the delivery of services.</li> </ul>

## 90-Day Welfare Reform Project "Communities that Work"!

<b>ISSUE</b>	<b>RECOMMENDATIONS/POLICY POSITION</b>
<b>Jobs and Economic Development</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Quarterly reports on the fastest growing entry-level occupations in the region.</li> <li><input type="checkbox"/> Work keys skills assessment pilot study.</li> <li><input type="checkbox"/> A full-time job developer be retained to secure job commitments and recruitment agreements.</li> </ul>
<b>Child Care</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Continue leadership at the Board level to encourage collaboration in the community and urge forward current initiatives.</li> <li><input type="checkbox"/> Retain a child care developer to solicit non-governmental funding.</li> <li><input type="checkbox"/> Pilot a centralized application process and database of subsidized care.</li> <li><input type="checkbox"/> Incorporate several policy statements into welfare reform designs.</li> </ul>
<b>Transportation</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Map jobs, child care, TANF population, and transportation to highlight needs.</li> <li><input type="checkbox"/> Designate a Countywide transportation coordinator to continue the collaboration between Social Services Agency and transit providers.</li> <li><input type="checkbox"/> Continue to subsidize transit fares for the working poor.</li> <li><input type="checkbox"/> The County can act as a role model by providing incentives to employees for carpooling with TANF recipients.</li> <li><input type="checkbox"/> Retain a grant writer to solicit funding for a community carpool program.</li> </ul>

ISSUE	RECOMMENDATIONS/POLICY POSITION
<b>Jobs Creation Project Team Summary</b>	<p><b>Program Design Recommendations</b></p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Retain the services of a full-time job developer position to continue the work with employers.</li> <li><input type="checkbox"/> Develop marketing materials and a marketing strategy that features the benefits and incentives for hiring TANF workers. A marketing program should be coordinated with efforts of Community Colleges, Private Industry Councils, and economic development outreach efforts for each city.</li> <li><input type="checkbox"/> Establish post employment support services as a central component of Alameda County's CalWORKs program in an effort to improve job placement and retention of TANF employees. The services could include: <ul style="list-style-type: none"> <li>&gt; Mentoring, tutors, and job coaching</li> <li>&gt; Employee hot line for child care or other personal job impact needs.</li> <li>&gt; Employee services to assist with tax and other reporting needs.</li> <li>&gt; Employee assistance support programs.</li> <li>&gt; Employee training programs.</li> </ul> </li> <li><input type="checkbox"/> Enhance the services of the One-Stop Career Centers and their link to the Self-Sufficiency Centers. Link these centers in geographic regions with economic development job creation activities. Provide employee work skills assessment and client follow-up.</li> <li><input type="checkbox"/> The State Employment Development Department (EDD) should provide a quarterly report on the fastest growing occupations in the regions. The report is needed to provide wage information for listed occupations.</li> <li><input type="checkbox"/> Local area Labor Market Information (LMI) services should be increased to provide for a full-time labor market analyst to provide ongoing information on the region's job needs. Assigned activities should include conducting, with economic development and public and private training providers, focus group of employers to improve knowledge of work skills required for individual occupations.</li> <li><input type="checkbox"/> Sponsor a Work Keys pilot study to improve the placement of TANF recipients in entry level occupations.</li> <li><input type="checkbox"/> Assess the capacity of the job training community resources to increase services to welfare recipients.</li> <li><input type="checkbox"/> Coordinate through Economic Development Alliance for Business (EDAB) planning and program development to increase economic development involvement with welfare reform.</li> <li><input type="checkbox"/> Support and give highest priority for public works and development projects that link jobs created to TANF recipients.</li> <li><input type="checkbox"/> Support efforts to establish the California Infrastructure Bank to increase resources in economically deprived communities for development of economic development capital projects.</li> </ul>

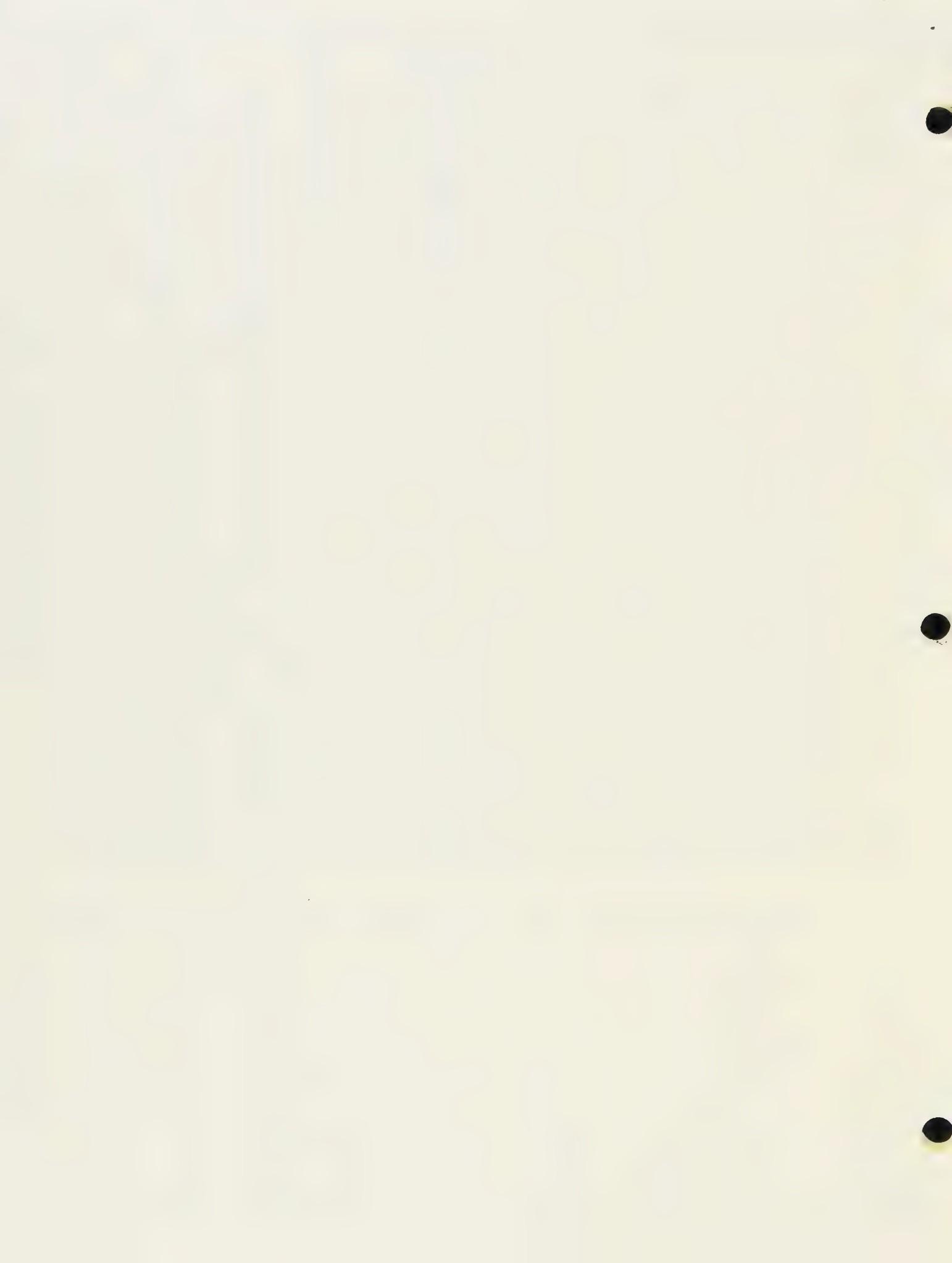
ISSUE	RECOMMENDATIONS/POLICY POSITION
<b>Child Care Project Team Summary Program Design Recommendations</b>	<ul style="list-style-type: none"> <li data-bbox="560 139 1996 253"> <input type="checkbox"/> Ensure that outreach efforts to the business community are a collaborative effort including the jobs, transportation, and child care needs identified by the project teams. Businesses must see a coordinated approach to turn TANF clients into viable employees and address work/family issues.       </li> <li data-bbox="642 253 1976 367"> <input type="checkbox"/> &gt; Prepare an information package on community child care needs for businesses, foundations, faith organizations, and other community organizations. The information package would include a child care resource list for those interested in taking action.       </li> <li data-bbox="560 367 1996 481"> <input type="checkbox"/> Continue coordination and visibility at the Board of Supervisors level for child care initiatives.       </li> <li data-bbox="642 481 1976 595"> <input type="checkbox"/> &gt; Support and encourage collaboration between Community Colleges to increase subsidized capacity for child care. Child care services should support TANF students through a defined career development process, not only while the person is attending traditional classes.       </li> <li data-bbox="642 595 1996 709"> <input type="checkbox"/> &gt; Host a meeting with Community Colleges, the Social Services Agency, and child care providers in the area to discuss a curriculum to develop child care professionals and to bring subsidized early childhood development training out to community sites (e.g., Faith Works, Association of Children's Services, Family Daycare Network).       </li> <li data-bbox="642 709 1976 758"> <input type="checkbox"/> &gt; Provide leadership and coordination with County school districts to increase funded child care capacity.       </li> <li data-bbox="642 758 1976 839"> <input type="checkbox"/> &gt; Follow up on the neighborhood co-op initiatives in West Oakland to assure success, with an eye to growing this model in other parts of the County.       </li> <li data-bbox="642 839 1976 920"> <input type="checkbox"/> &gt; Solicit organizations in the faith community for support (for example funding, co-location) of child care programs.       </li> <li data-bbox="642 920 1996 1034"> <input type="checkbox"/> &gt; Develop an action plan with Parks and Recreation districts to increase the capacity of programs for school-aged children. By working more closely with State child care licensing, recreation programs may be able to serve more children for more hours.       </li> <li data-bbox="642 1034 1976 1083"> <input type="checkbox"/> &gt; Budget staff time to implement these child care initiatives.       </li> <li data-bbox="560 1083 1976 1181"> <input type="checkbox"/> Urge the Alameda County Child Care Planning Council to establish a function with responsibility for child care needs emerging from welfare reform. The function must include previously unrepresented community stakeholders and accomplish the following goals:       </li> <li data-bbox="642 1181 1976 1230"> <input type="checkbox"/> &gt; Coordinate and develop child care resources for the TANF and working poor population.       </li> <li data-bbox="642 1230 1976 1343"> <input type="checkbox"/> &gt; Study and recommend program designs for child care support services in the County CalWORKs program. Recommend designs for the child care curriculum for child care community service and career development.       </li> <li data-bbox="642 1343 1976 1392"> <input type="checkbox"/> &gt; Assist the County Board of Supervisors to continue their leadership in child care issues related to meeting welfare reform timetables.       </li> </ul>

ISSUE	RECOMMENDATIONS/POLICY POSITION
	<ul style="list-style-type: none"> <li><input type="checkbox"/> Incorporate the following policy statements into County program designs for welfare reform: <ul style="list-style-type: none"> <li>&gt; Quality child care is a responsibility shared by the whole community. Every child in the County should have responsible, quality child care.</li> <li>&gt; Welfare-to-work programs must contain post employment services, such as case management or mentoring, that focus on developing independent problem solving or work, family, and child care issues.</li> <li>&gt; Offer child care community service assignments to CalWORKs participants. Pay particular attention to women who select such an assignment to assess their career goals and provide training in child care. Take care to increase the quality of child care and working conditions of child care providers.</li> <li>&gt; Consider amending the County work/family program to include a child care feasibility study for new County buildings. Such a brief study would determine the feasibility of placing a child care center and the needs of County employees working in the surrounding area.</li> </ul> </li> <li><input type="checkbox"/> Assist in funding a child care developer to work with the Alameda County Child Care Planning Council and County Social Services Agency to: <ul style="list-style-type: none"> <li>&gt; Develop strategy for growing funded child care slots in Alameda County.</li> <li>&gt; Evaluate the feasibility of a County child care trust fund, and if feasible organize the fund.</li> <li>&gt; Write grant proposals to foundations and businesses.</li> <li>&gt; Develop marketing packages directed toward foundations and businesses.</li> <li>&gt; Research feasibility of a County-wide tax to create new revenue streams for child care and other child services.</li> </ul> </li> <li><input type="checkbox"/> Support efforts by the Alameda County Child Care Planning Council to pilot a centralized waiting list for subsidized child care in the County. This pilot would: <ul style="list-style-type: none"> <li>&gt; Create and maintain a centralized database containing all funded slots, funding levels, current users, providers, and waiting applicants that can be used by referral agencies to identify availability and match applicants with slots. Providers and referral agencies continuously update the system. The benefit is a single waiting list that serves families in an orderly manner.</li> <li>&gt; Create a simple application process for obtaining subsidized child care that replaces the existing fragmented application process.</li> </ul> </li> </ul>

ISSUE	RECOMMENDATIONS/POLICY POSITION
<b>Transportation Project Team Summary Program Design Recommendations</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Formalize a transportation element in the organizational structure of CalWORKs, so that transportation issues affecting the working poor do not get lost in all other issues which will be addressed. This can also ensure transportation is considered in any future allocations of welfare diversion funding.</li> <li><input type="checkbox"/> Designate a person to coordinate and foster the relationship between the County and transit providers to work on finding further solutions to the transportation problems of the working poor.</li> <li><input type="checkbox"/> Map where clients live, where they acquire child care, where jobs are centered, and where transit runs with consideration for non-traditional hours and weekends, so that the target population's (48% of whom use of public transportation) specific needs are met. Such a map provides policy makers a tool for expansion of routes and development of transportation alternatives.</li> <li><input type="checkbox"/> Work with Community Colleges to establish and expand Votech automobile maintenance courses to train TANF recipients. It may also offer a place to take their vehicles for lower-cost maintenance.</li> <li><input type="checkbox"/> Encourage employers to set up guaranteed rides home in family emergencies through public/private funding. The Congestion Management Agency (CMA) has set up such a program which could be used as a model.</li> <li><input type="checkbox"/> The working poor continue to need public transit fare subsidies. Research the feasibility of local legislation to fund transit subsidies. Conduct an active search for private funding sources.</li> <li><input type="checkbox"/> The County can act as a role model by providing incentives to County employees for actively carpooling with welfare to work clients. Incentives might include free or reserved parking, reimbursement for travel expenses, including gasoline allowances or county gasoline, to employees who carpool.</li> <li><input type="checkbox"/> Set up ride boards at all county facilities and encourage the public and private employers to the same.</li> <li><input type="checkbox"/> Use CalWORKs funding to issue an RFP for the development of programs that encourage creative transportation solutions (could be micro-enterprise activities).</li> <li><input type="checkbox"/> Provide a grant writer to seek private, State, and federal funding for proposals such as the community carpools. Community carpools target the working poor who have needs distinct from other commuters. Temporary jobs, jobs at smaller companies, and jobs at off-hours are not supported by conventional carpooling and public transit options.</li> <li><input type="checkbox"/> Survey community based organizations and public agencies for unused van capacity. Draft a plan to organize for more effective use of vehicles.</li> <li><input type="checkbox"/> Demonstrate leadership in the County by setting aside salvaged vehicles for non-profit or community-based organizations to provide community transportation for the working poor.</li> </ul>

ISSUE	RECOMMENDATIONS/POLICY POSITION
	<ul style="list-style-type: none"> <li><input type="checkbox"/> Expand the implementation of the TranStar system to the Self-Sufficiency Centers and One-Stop-Career Centers. Implement planned improvements to the TranStar system such as Internet access, and a large transit database.</li> <li><input type="checkbox"/> Continue transit operator participation in GAIN program orientation sessions through October, 1997. At that time evaluate the effectiveness of the transit operators presentations and develop recommendations revising content, format, or structure.</li> </ul>
<b>Additional Ideas</b>	
<p>In the final meeting of the Leadership TeamFacilitators asked team members to brainstorm additional recommendations. We present these recommendations with the provision that they were not discussed or agreed to by the full Team. Some of these ideas may already be planned or implemented. Some of these items may restate Project Team recommendations.</p>	
<b>Jobs and Economic Development</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Target job services to where people are in their lives, young, middle aged, older, new mom, etc. Provide career planning for individuals with services for the stages in a person's life.</li> <li><input type="checkbox"/> Maintain empathy about the life skills people bring (for example, literacy level, 47% of GAIN population has not attained a GED).</li> <li><input type="checkbox"/> Assure that post-employment support services (for example training, mentors) are in place.</li> <li><input type="checkbox"/> Treat working parents with respect. They'll have difficulty with Saturday and evening participation in employment support services.</li> <li><input type="checkbox"/> Inform employers of the job selection and referral process and the contact people in the Social Services Agency. Give cities this information so they can speak knowledgeably with potential employers.</li> <li><input type="checkbox"/> Establish "clothing closets" to provide clothing for seeking and maintaining employment.</li> </ul>
<b>Child Care</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Encourage child care at the job site.</li> <li><input type="checkbox"/> Ensure quality child care.</li> <li><input type="checkbox"/> Involve TANF recipients in providing child care services.</li> <li><input type="checkbox"/> Obtain funding for child care subsidies for long term care.</li> <li><input type="checkbox"/> Design a system like TranStar for subsidized child care.</li> </ul>
<b>Transportation</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Schedule continuing periodic meetings for the Transportation Project Team to accomplish specific tasks, with a member of the Welfare Reform Design Team attending. The Team recommends direct access to decision-makers.</li> <li><input type="checkbox"/> Obtain funding for a transportation coordinators for CalWORKs.</li> </ul>

ISSUE	RECOMMENDATIONS/POLICY POSITION
<b>The Alameda County GAIN Advisory Council</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Establish a multisectoral community advisory body for Alameda County's Welfare to Work System.</li> <li><input type="checkbox"/> Request members of the Welfare Reform Design Team and representatives from the GAIN Advisory Council to design the structure, composition, and responsibilities of the new advisory body and determine resources and support required for it to function effectively.</li> <li><input type="checkbox"/> Encourage and support the participation of clients on the new advisory body by allowing them to accumulate community services hours for activities and work related to membership.</li> </ul>
<b>No Recommendations from:</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Economic Development Alliance for Business</li> <li><input type="checkbox"/> Bay Area Partnership: Building Healthy and Self Sufficient Communities for Economic Prosperity</li> <li><input type="checkbox"/> Interagency Children's Policy Council, Alameda County</li> </ul>
<b>Overall</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Set specific welfare reform design objective to include the entire cycle of gaining independence. The objective of CalWORKs in Alameda County is to move welfare recipients from dependence to sustainable self-sufficiency. Therefore, include in the program evaluation: <ul style="list-style-type: none"> <li>&gt; TANF and working poor populations</li> <li>&gt; Measurable definition of sustainable self-sufficiency that may be different for different stages of life</li> <li>&gt; Multi-year focus on career development</li> </ul> </li> <li><input type="checkbox"/> Welfare reform remains a relatively distant issue that Alameda County residents have read about in the paper. The Leadership Team brought to each meeting the recurring theme "Tell me what I can do." To publicize what people can do at a local level, distribute information that enables business, faith groups, other community organizations, foundations, and individuals to take independent, yet concerted, action to address welfare reform needs.</li> <li><input type="checkbox"/> Assure that County CalWORKs contracts follow the highest standards for performance and that they give priority to: <ul style="list-style-type: none"> <li>&gt; Flexibility in administration of services so that as the needs of the population change, service offering also change.</li> <li>&gt; Contracts that address the hard-to-transition portion of the welfare population early.</li> </ul> </li> <li><input type="checkbox"/> The County must do everything possible to assure that jobs of the working poor are not adversely effected by labor market changes induced by welfare-to-work programs.</li> <li><input type="checkbox"/> Continue to inform the Leadership Team of progress on County welfare reform efforts through quarterly meetings, newsletters, the County's web site, and/or e-mail.</li> <li><input type="checkbox"/> Designate a person within the Social Services Agency to gather and widely distribute information about emerging issues, legislation, success stories, and lessons learned from other counties in the United States and abroad.</li> </ul>



## DEPARTMENT OF SOCIAL SERVICES

744 P Street, Sacramento, CA 95814



## ALL-COUNTY INFORMATION NOTICE

TO: ALL COUNTY WELFARE DIRECTORS  
 ALL COUNTY WELFARE-TO-WORK  
 PROGRAM COORDINATORS

SUBJECT: EMPLOYMENT READINESS DEMONSTRATION PROJECT (ERDP)

The purpose of this letter is to invite counties to submit a proposal to participate in the ERDP for recipients of the California Work Opportunity and Responsibility to Kids (CalWORKs) program. The California Department of Social Services (CDSS) announces the availability of funds authorized to operate a three-year demonstration project to provide employment-related services to CalWORKs recipients, who have been determined to have circumstances making it extremely difficult to secure and maintain an entry-level job. These funds will be utilized to determine the effectiveness of the ERDP model in placing these recipients with multiple barriers in unsubsidized employment or other work activities; to investigate the value of utilizing the ERDP services to serve this population; and to identify the impact of these services on adults, children and families of intensive participation in welfare-to-work programs by CalWORKs recipients with multiple barriers.

The ERDP will involve up to six counties in the demonstration project. Enclosed with this letter is a description of the project, the definition of the client group to be served, and the activities and services to be provided. Counties may implement the project through the use of a vendor that would provide the services, or through use of county staff. Counties interested in participating in the ERDP should submit a proposal that identifies how the county intends to implement this model. The proposal should include county specific information in response to the program elements in Section III of the attachment. In addition, the county must submit a Budget Narrative identifying the project costs for Fiscal Year's (FYs) 1997/98 and 1998/99. These costs should reflect that services in the ERDP begin no earlier than January 1998.

For counties choosing to participate through the use of a vendor, CDSS will contract directly with the vendor(s), in order to avoid a lengthy request-for-proposal process. In order to ensure that the vendor of the county's choice is selected, counties must identify prospective vendors with whom this Department will contract for the provision of case management services in its application. Each county will be permitted to submit up to three potential non-profit vendors of choice for their county. These vendors must be given priority preference (1st, 2nd, and 3rd choice). If the 1st choice is more costly, the county must explain the other factors which offset the cost factor in your determination. Counties may select a more expensive vendor, but the reason for this choice must be clearly stated. Larger counties may indicate that more than one vendor will be providing services. CDSS will make every effort to ensure that the vendor with priority one will be the vendor of selection for the contract, unless there is a good reason not to contract with the top identified vendor. Under these circumstances, the county would be informed and could discuss with CDSS whether it wishes to continue its participation in the ERDP.

REASON FOR THIS TRANSMITTAL

- State Law Change
- Federal Law or Executive Order Change
- Court Order or Settlement Agreement
- Clarification Requested by One or More Counties
- Initiated by CDSS

**DRAFT**

While the Department will be contracting directly with the vendors, county welfare departments will have an active role in the contracting and project management processes. The contract will identify the respective roles and responsibilities of this Department, the vendor and the county welfare department. If the welfare department finds it too cumbersome to be a "third party" to this contract, we would strongly suggest a memorandum of understanding be developed between the vendor and the welfare department that would specify respective roles and responsibilities.

Pursuant to Budget Act language, the CDSS is required to evaluate the ERDP to determine whether the ERDP model is effective in placing individuals with multiple barriers in employment or other work activities. The evaluation must include outcome measures including the number of clients who are able to find employment as a result of participation in the project, the extent of any such employment and whether any clients were no longer dependent on public assistance, or were dependent upon a reduced level of public assistance, as a result of the project. Participating counties should allow for time for the development of standardized tools for measurement and to identify staff qualifications needed for defining and assessing the eligible population.

Funding for the demonstration project is anticipated at \$8.6 million over a three-year period. The budget for FY 1997/98 is \$1.1 million. The Department intends to seek the appropriate level of funding for this demonstration project in subsequent years. The project implementation date is targeted for January 1, 1998.

Those counties interested in participating in the demonstration project should submit their proposals no later than November 1, 1997 to:

CDSS  
Employment Programs Bureau  
744 P Street, MS 6-138  
Sacramento, CA 95814  
Attn: Stan Cagle

If you have any questions or concerns, please call Karen Kennedy, Manager, Employment Programs Policy Unit at (916) 657-3400.

Sincerely

BRUCE WAGSTAFF  
Deputy Director  
Welfare-to-Work Division

Enclosure

c: CWDA

**DEPARTMENT OF SOCIAL SERVICES**  
744 P Street, Sacramento, CA 95814

October 2, 1997

ALL-COUNTY LETTER NO. 97-56

TO: ALL COUNTY DISTRICT ATTORNEYS  
ALL TITLE IV-D ADMINISTRATORS  
ALL COUNTY WELFARE DIRECTORS  
ALL WELFARE TO WORK  
PROGRAM COORDINATORS

SUBJECT: NONCUSTODIAL PARENT EMPLOYMENT AND TRAINING  
DEMONSTRATION PROJECT

**REASON FOR THIS TRANSMITTAL**

- State Law Change
- Federal Law or Regulation Change
- Court Order or Settlement Agreement
- Clarification Requested by One or More Counties
- Initiated by CDSS

The California Department of Social Services (CDSS) is soliciting counties to participate in a positive and innovative demonstration project aimed at providing employment and training services to the unemployed, noncustodial parent (NCP) whose children are receiving public assistance. The purpose of this three-year demonstration project is to determine if providing employment services and training, supportive services, as well as parental training to noncustodial, unemployed parents will result in an increase in the amount and consistency of child support payments, a reduction in public assistance to the children of these parents, and an increase in the parents' involvement in their children's lives. If this pilot is successful and cost-effective, it may be implemented statewide.

**BACKGROUND**

There has been growing concern over the number of children receiving public assistance and the failure of many NCPs to provide for the financial and emotional needs of their children. In state fiscal year (SFY) 1995-96, California collected \$566 million of the more than \$1.6 billion owed by NCPs for current child support collections. More than \$1 billion in child support was unpaid. In cases where children were receiving AFDC, 58 percent of the NCPs never paid. Many of those parents cited unemployment as the reason for not paying child support. This demonstration project will address these concerns.

One of the guiding principles of the new welfare system is to make both the mother and the father mutually responsible for the financial support and nurturing of their children. By offering employment services and training, supportive services, and parental responsibility training to NCPs, we hope to educate NCPs on the positive impact of their participation in their children's lives. By providing these services, we hope to not only decrease poverty, but also to improve children's well-being.

Federal and state legislation promote employment and training programs for NCPs who are delinquent in their child support. Under the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, Section 365, all states have the authority to require an individual who owes past-due child support and whose child is receiving assistance under a state program, to pay child support or participate in work activities. Under the California Family Code, Section 3558, a court has the authority to order either parent in a proceeding involving child support to attend job training, job placement, vocational rehabilitation and work programs. Failure to comply with the court order could result in a contempt action against the NCP.

Several national demonstration projects providing job training to NCPs have produced favorable results such as increased employment, increased child support collections, and a decrease in public assistance. Other intangible benefits have emerged as well, such as increased parental responsibility, improved relationships between NCPs and their children, improved relationships between mothers and fathers, and a measure of family reunification.

## **DEMONSTRATION PROJECT**

The final State Budget for SFY 1997-98 contains \$2.5 million to fund the first six months of the three-year project. It is anticipated that subsequent years will be funded at approximately \$5 million annually subject to state budget appropriations. Up to five counties will be selected to participate with the implementation date scheduled for January 1, 1998. Counties are encouraged to collaborate with other organizations such as county, state and community service agencies to utilize additional resources to implement this demonstration project.

Based on a cooperative partnership between the District Attorney's Office (DA) and the County Welfare Department (CWD), each participating county will have the flexibility to design and implement a program to meet the needs of the local community. Components of the program may include, but not be limited to, employment and training services, child support enforcement, parental training, mediation, and any supportive services that the county may feel are appropriate.

The Department is currently developing the Child Support Assurance (CSA) Demonstration Project recently enacted by Assembly Bill 1542. This demonstration project is intended to lift children out of poverty by guaranteeing the family a minimum child support payment as long as the custodial parent is employed, while encouraging noncustodial parents to financially support their children. The CDSS is interested in having at least one county participate concurrently in both demonstration projects when the CSA project is implemented at a later date. Additional information on CSA will be forthcoming under separate cover.

The Research Branch of CDSS will contract with an independent evaluator to conduct a formal evaluation to determine the success of this demonstration project. The evaluation process

may require counties to randomly assign eligible NCPs to a control group and an experimental group. Each demonstration site will be required to compile certain data elements such as child support payment histories and welfare grant histories to be used in the evaluation.

Counties interested in participating in this demonstration project must submit a joint proposal signed by both the CWD and the DA by November 1, 1997 to:

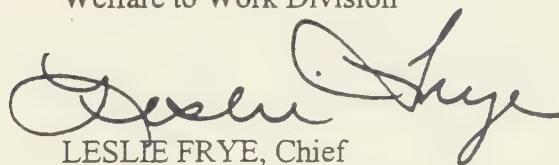
California Department of Social Services  
Employment Operations Section  
Attn: Kris Howard  
744 P Street, MS 6-136  
Sacramento, CA 95814

Specific guidelines and instructions for completing your proposal are attached. If you have any questions regarding this demonstration project, please contact Kris Howard of the Employment Programs Bureau at (916) 654-1419. Any questions regarding the Child Support program should be directed to Ed Flores of the Child Support Management Bureau at (916) 654-1214.

Sincerely,



BRUCE WAGSTAFF  
Deputy Director  
Welfare to Work Division



LESLIE FRYE, Chief  
Office of Child Support

Enclosures



## PLANNING PROCESS NEXT STEPS

Revised 10/27/97

### A. ALAMEDA COUNTY CalWORKs PLAN TOWN HALL MEETINGS

TIME	DATE	LOCATION
6:30 p.m. to 8 p.m.	Tuesday, October 28	Social Services North Oakland Office 4501 Broadway, Oakland
6:30 p.m. to 8 p.m.	Thursday, October 30	Berkeley Unified School District 2134 Martin Luther King Jr. Way, Berkeley
3:00 p.m. to 4:30 p.m.	Monday, November 3	West Oakland Health Center Main Conference Room, 700 Adeline, Oakland
6:30 p.m. to 8 p.m.	Monday, November 3	Town Hall at Eastmont Mall 7100 Bancroft Ave., Oakland
3:30 p.m. to 5 p.m.	Tuesday, November 4	Spanish Speaking Unity Council 1900 Fruitvale Ave., Oakland (Spanish Language assistance available)
6:30 p.m. to 8 p.m.	Tuesday, November 4	Asian Resource Center 310 8th Street, Oakland (Asian Language assistance available)
1:30 p.m. to 3 p.m.	Wednesday, November 5	Private Industry Council 22225 Foothill Blvd., Hayward
6:30 p.m. to 8 p.m.	Wednesday, November 5	Private Industry Council 22225 Foothill Blvd., Hayward
10 a.m. to Noon	Thursday, November 6	Fremont Main Library 2400 Stevenson Blvd., Fremont
6:30 p.m. to 8 p.m.	Thursday, November 6	Livermore Senior Services Center 2466 Eighth Street, Room 3, Livermore

Copies of the plan will be available for review at the locations listed on the back of this sheet **AFTER** October 23, 1997.

- B. SOCIAL SERVICES COMMITTEE:** 10:30 a.m. Monday, December 1, 1997, County Administration Building, 4th Floor, Room 477, 1221 Oak Street, Oakland.
- C. FORUM:** Summarize Community Input and Changes to Draft County Plan: 9 a.m. to 11 a.m. Monday, November 24, 1997; Meeting location pending.
- D. BOARD OF SUPERVISORS:** 9:30 a.m. Tuesday, December 9, 1997, Board Chambers, 5th Floor, County Administration Building, 1221 Oak Street, Oakland.

**Availability of Draft Alameda County CalWORKs Plan**  
**Plan will be made available AFTER October 23, 1997 at the following locations:**

Social Services Agency  
Main Office Lobby  
401 Broadway  
Oakland, CA 94607

Social Services Agency  
Enterprise Way Office  
8477 Enterprise Way  
Oakland, CA 94621

Native American Health Center  
3124 East 14th Street  
Oakland, CA 94607

Oakland Public Library  
Cesar E. Chavez Branch  
1900 Fruitvale Ave.  
Oakland, CA 94601

Spanish Speaking Unity Council  
(And all off site locations)  
1900 Fruitvale Ave., Suite 2A  
Oakland, CA 94601

City of Berkeley Library  
Reference Area  
Shattuck Ave. & Kittredge  
Berkeley, CA 94704

Tri City Volunteers  
37350 Joseph Street  
Fremont, CA 94536

Hayward Public Library  
Main Branch, Reference  
835 C Street  
Hayward, CA 94545

Livermore Public Library  
Civic Center Branch, Reference  
1000 S. Livermore Ave.  
Livermore, CA 94550

Social Services Agency  
North Oakland Office, Waiting Room  
4501 Broadway  
Oakland, CA 94612

Oakland Public Library  
Reference Section  
125 14th St.  
Oakland, CA 94607

Asian Community Mental Health  
310 8th Street  
Oakland, CA 94607

Womens Economic Agenda Project  
449 15th St., 2nd Floor  
Oakland, CA 94612

BOSS Berkeley Multi Service Center  
1931 Center Street  
2nd Floor or Basement  
Berkeley, CA 94701

Social Services Agency  
Fremont Outstation  
39439 Paseo Padre Pkwy.  
Fremont, CA 94538

Alameda County Library  
Fremont Main Library, Reference  
2400 Stevenson Blvd.  
Fremont, CA 94538

Social Services Agency  
Hayward Office, Waiting Room  
24041 Amador Street  
Hayward, CA 94545

Social Services Agency  
Livermore Outstation  
3311 Pacific Avenue  
Livermore, CA 94550

**SUMMARY of PRELIMINARY CalWORKs POLICY RECOMMENDATIONS  
FOR PUBLIC COMMENT - 10/21/97 thru 11/14/97**

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<u>Issue</u>	<u>Preliminary Recommendation</u>	<u>Public Comments</u>
<p><b><u>Policy Issue #1:</u></b> How will the Welfare Department use funds designated for substance abuse and mental health treatment services?</p> <p>County CalWORKs Plan Section (e), pages 11 - 13.</p> <p>Note: Fiscal staff from the SSA and Health Care Services Agency are working to clarify the flow of CalWORKs funds targeted to Drug &amp; Alcohol Abuse and Mental Health Treatment and Services.</p>	<p><u>Recommendation:</u> Utilization of the available funds will depend upon the results of collaboration between the SSA and the Department of Behavioral Care to mutually agree on: a system of care to meet the substance abuse and mental health treatment needs of CalWORKs adults and children, some of whom are not served in the current care system; how to achieve successful, measurable client outcomes; methods to leverage federal funds, including Title XIX and SSI; and, contracted services.</p>	
<p><b><u>Policy Issue # 2:</u></b> How will SSA work with the community in the further development of Community Service activities and to meet the CalWORKs requirements for collaboration?</p> <p>County CalWORKs Plan Section (h), page 17.</p>	<p><u>Recommendation:</u> The County will continue its development of Community Service activities in collaboration with private sector employers, local education agencies, organized labor, recipients of public assistance, community-based organizations, faith-based organizations and local government agencies to identify the details and expansion of community service activities in the Self-Sufficiency Program.</p>	

**Policy Issue # 3: Child Care Support Services**  
County CalWORKs Plan Section (g), pages 14 - 15.

A. How will SSA administer Stage 1 and Cal-Learn child care funds?

Note: The SSA directly administers Cal-Learn child care funds and GAIN in-home child care payments, and, since 1988, contracts all other GAIN child care administration to Childcare Links (formerly known as Resources for Family Development) and 4-Cs.

B. Will SSA apply to be an Alternative Payment (AP) Provider?

Note: The County must notify the State by 10/31/97 as to whether or not the County wishes to become an AP Provider. There are currently eight (8) AP Providers in Alameda County.

C. What criteria will the SSA use to determine when parents who have responsibility for providing care to a child six months of age or younger are exempt from welfare-to-work participation requirements?

Note: The exemption period must be at least twelve weeks and, at county discretion, can be increased to one year for the first child and may be increased to six months for subsequent children.

Recommendation A: The SSA will sole source all child care administration to Childcare Links and 4-Cs assuming acceptable contract negotiations are completed. All Cal-Learn and CalWORKs participants will be referred to the Resources and Referral (R&R) Agencies, which will also facilitate the transition of child care from county-funded to non-county-funded providers.

Recommendation B: The SSA will notify the State that it does not wish to become an AP Provider. The SSA recommends that the Board of Supervisors approve the recommendations of the 90-Day "Communities That Work" Project Child Care Team and the Child Care Planning Council to support the development of a centralized waiting list for subsidized child care in the County. This would reduce the inequitable and difficult access to subsidized child care that clients currently experience and would facilitate the seamless child care system intended by the CalWORKs legislation.

Recommendation C: For a first child, the standard exemption of six months would be appropriate for most families. For subsequent children, the standard exemption of 12 weeks would be given. On a case-by-case basis, the length of the standard exemption may be increased up to a maximum of 1 year for a first child or 6 months for subsequent children. The criteria the county will use to determine an increase above the standard exemption time frames, when verification or documentation is provided, are the following:

- mother has special post-partum needs;
- child has special needs; or,
- parent cannot find infant child care.

**Policy Issue # 4:** What criteria will the County develop to determine the exemption period(s) for CalWORKs recipients who are victims of domestic violence?

County CalWORKs Plan Section (i), page 18.

**Note:** Until regulations are adopted the county may utilize other standards, procedures, and protocols (for example, those now used in the GAIN Program) for determining good cause to waive program requirements for victims of domestic violence.

**Recommendation:** Good cause determinations to waive program participation requirements for victims of domestic violence will be granted following the submission of one or more of the following documents:

- Doctor or hospital record that treatment for a domestic violence related injury had been received;
- Police records verifying that the police had been notified, called-in, or complaints filed related to domestic violence;
- Verification that a stay at a shelter was the result of domestic violence;
- Evidence that individual and/or family counseling for domestic violence was received; and/or
- Evidence that threats of domestic violence have occurred.

Clients without documentation may be granted good cause for non-cooperation through discussions with an on-site social worker. Services or complaints must have been received or made within the last twelve months. A review of the exemption will be conducted at three month intervals. Victims of domestic violence will be referred for counseling and other services as needed. Recipients may request a return to participation at any time during the exemption period.

In the long term, the County will amend the plan to describe activities in which victims of domestic violence will required to participate in during the exemption period. These activities, to address the needs of victims of domestic violence and transition them to full participation in other welfare-to-work activities, will be identified and/or developed with input from the Commission on the Status of Women and the Alameda County Domestic Violence Council.

## Preliminary CalWORKs Policy Recommendations - for Public Comment

<p><b>Policy Issue # 5:</b> <u>What performance outcomes should be expected of the Self-Sufficiency Program that are not already mandated by the State CalWORKs legislation?</u></p> <p>County CalWORKs Plan Section (j), page 19.</p> <p>Note: The County may set additional performance outcomes for its CalWORKs Program, but is not required to do so.</p>	<p><u>Recommendation:</u> The SSA recommends that the options for additional outcomes be evaluated, that data tracking elements and data systems be determined, and a cost-analysis of determining and measuring each optional outcome be made, before any additional outcomes are approved.</p> <p>Outcomes under consideration at this time are:</p> <ul style="list-style-type: none"> <li>- Number of job placements of those who have:             <ul style="list-style-type: none"> <li>o received AFDC more than 5 years (long-term recipients),</li> <li>o been on AFDC/TANF less than 5 years,</li> <li>o used diversion payments to get or maintain employment.</li> </ul> </li> <li>- Number discontinued due to employment lasting at least six months.</li> <li>• Increased earnings due to employment.</li> <li>- Increased number of cases with earned income.</li> <li>- Reduction in grant levels due to recipient earnings.</li> <li>- Diversion from the program for 6 months plus the number of months equivalent to the diversion payment.</li> <li>- Savings generated by diversion.</li> </ul>	
<p><b>Policy Issue # 6:</b> <u>Who will be designated as the lead agency to coordinate the Welfare-to-Work Job Creation Task Force?</u></p> <p>County CalWORKs Plan Section (n), page 23.</p> <p>Note: This section provides for the development of a strategic plan for the implementation of job creation initiatives for CalWORKs recipients. A lead local agency designated by the County will coordinate a Welfare-to-Work Job Creation Task Force. Each participating county will receive a minimum of \$50,000 (with additional monies to be distributed by formula) from the newly created Job Creation Investment Fund.</p>	<p><u>Recommendation:</u> Alameda County designates the Economic Development Alliance for Business (EDAB) as the lead agency to coordinate the County's Welfare-to-Work Job Creation Task Force.</p>	

Preliminary CalWORKs Policy Recommendations - for Public Comment

<p><b><u>Policy Issue # 7:</u></b> Should the County apply for the "Employment Readiness Demonstration Project" and/or the "Noncustodial Parent Employment and Training demonstration Project"? Are the areas identified in the CalWORKs Plan a complete list of pilot project areas of interest?</p> <p>County CalWORKs Plan Section (o), page 24.</p> <p>Note: Both are competitive proposals for which a limited number of counties will be selected by the State to implement one or both of the demonstration projects.</p>	<p><u>Recommendation:</u> Review the details and requirements of each demonstration project as presented in the All County Notifications issued by the State. Review the list of pilot projects on page 24 of the CalWORKs Plan Draft.</p> <p>For the "Employment Readiness Demonstration Project" the County is considering a project to expand the County Sheltered Workshop to serve CalWORKs clients. The Workshop currently provides transitional employment-related services for the hard to serve.</p>	
<p><b><u>Policy Issue # 8:</u></b> How will the SSA proceed in developing the integration of GA and CalWORKs services through the Self-Sufficiency Program?</p> <p>County CalWORKs Plan Section (o), page 24.</p> <p>Note: The Self-Sufficiency Program follows the Board of Supervisors' direction to maintain separate General Assistance and CalWORKs / Temporary Assistance for Needy Families (TANF) funds, while integrating staff resources, infrastructure and services.</p>	<p><u>Recommendation:</u> Alameda County will continue to develop strategies and implement procedures to effectively integrate General Assistance and CalWORKs infrastructure, services and activities within the Self-Sufficiency Program while maintaining a separate accountability for the funding streams to the two programs.</p>	
<p><b><u>Policy Issue # 9:</u></b> Compliance with CalWORKs participation requirements.</p> <p>County CalWORKs Plan Section (p), page 25.</p> <p>Note: Under CalWORKs counties are required to enroll single parent families in welfare-to-work activities for a minimum of 20 hours per week beginning January 1, 1998; 26 hours per week beginning July 1, 1998; and 32 hours per week beginning July 1, 1999. Prior to July 1, 1999, counties have the option to require adults in single-parent assistance units to participate up to 32 hours per week.</p>	<p><u>Recommendation:</u> Alameda County will require single parent families to participate in welfare-to-work activities, as described in the recipient's or applicant's individual welfare-to-work plan, for a minimum of 26 hours per week beginning on January 1, 1998.</p> <p>Alameda County will <u>not</u> require participation at the rate of 32 hours per week <u>prior to July 1, 1999.</u></p>	

## ADDITIONAL POLICY ISSUES - CalWORKs PROGRAM IMPLEMENTATION

These issues are not required to be addressed in the County CalWORKs Plan, as defined by the CalWORKs legislation. These are important program implementation issues at the County level for which local policy is to be determined.

Issue	Preliminary Recommendation	Public Comments
<b><u>Policy Issue # 10:</u></b> <u>CalWORKs Advisory Board</u> Oversight, monitoring and advisory role for the implementation of the Self-Sufficiency Program. An Advisory Board has been recommended by the Welfare Reform Design Team and the GAIN Advisory Council.	Recommendation: The SSA proposes to establish a CalWORKs Advisory Board consisting of representatives from the key stakeholder groups relevant to the delivery of welfare-to-work services. After additional community input, the SSA will work with the Board of Supervisors and the County Administrator to develop this concept.	
<b><u>Policy Issue # 11:</u></b> <u>Phase-in of Current CalWORKs Caseload</u>  <i>County CalWORKs Plan Supplement, page 9.</i>	Recommendation: The SSA recommends that the phase-in for current recipients, which must be complete prior to December 30, 1998, be implemented in the following priority order: Priority 1: Volunteers (including Self-Initiated Programs) Cal-Learn Graduates 2-parent families Priority 2: All others at renewal	
<b><u>Policy Issue # 12:</u></b> <u>Follow-up on recommendations of the 90-Day "Communities That Work" Project Teams</u>	Recommendation: The Project Steering Team continues to meet to follow up on Project Team recommendations. Follow up will include review of staffing recommendations for job development, transportation coordination and child care development, as well as review of additional input received from the community through the County CalWORKs Plan public comment process.	

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